DOCUMENT RESUME

ED 250 579 CE 040 183

TITLE The Women's Bureau: Is It Meeting the Needs of Women Workers? Hearing before a Subcommittee of the Committee on Government Operations, House of Representatives, Ninety-Eighth Congress, Second Session.
INSTITUTION Congress of the U. S., Washington, D. C. House Committee on Government Operations.
PUB DATE 26 Jul 84
NOTE 308p.; Document contains small, light type.
PUB TYPE Legal/Legislative/Regulatory Materials (090) -- Viewpoints (120)

EDRS PRICE MF01 Plus Postage. PC Not Available from EDRS.
DESCRIPTORS Adults; *Advocacy; Career Education; *Employed Women; Employment Opportunities; *Equal Opportunities (Jobs); Federal Legislation; Federal Programs; Females; Hearings; Job Sharing; Job Training; Policy Formation; *Public Agencies; *Salary Wage Differentials; *Sex Fairness
IDENTIFIERS *Womens Bureau

ABSTRACT

Testimony from a congressional oversight hearing on the Women's Bureau, a component of the U.S. Department of Labor, is presented. Concerns are the extent to which the general orientation of the administration has led to some diminution of activities of the sort the Women's Bureau has done in the past and the dismantling or reduction of the Women's Bureau. Testimony includes statements and letters submitted for the record by Representatives in Congress and individuals representing working black women; Women's Bureau, U.S. Department of Labor; Interdepartmental Committee on the Status of Women; Citizens' Advisory Council on Women; National Commission on Working Women; American Association of University Women; Service Employees International Union; Washington Union Women; Center for Education and Research, Coalition of Labor Union Women; Secretary of Labor, U.S. Department of Labor; National Association of Commissions for Women; YMCA of Metropolitan Denver; National Council of Negro Women; and the Tucson Women's Commission. (YLB)

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THE WOMEN'S BUREAU: IS IT MEETING THE NEEDS OF WOMEN WORKERS?

ED250579

HEARING

BEFORE A

SUBCOMMITTEE OF THE

COMMITTEE ON

GOVERNMENT OPERATIONS

HOUSE OF REPRESENTATIVES

NINETY-EIGHTH CONGRESS

SECOND SESSION

JULY 26, 1984

Printed for the use of the Committee on Government Operations

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CONTENTS

Page

Hearing held on July 26, 1984 1

Statement of—

Alexander, Dr. Florence Hicks, a working black woman 201

Alexander, Dr. Lenora Cole, Director, Women's Bureau, U.S. Department of Labor, accompanied by Mrs. Clinton M. Wright, Deputy Director 115

Boxer, Hon. Barbara, a Representative in Congress from the State of California 18

Cobb, Gay Plair, former job-sharing regional administrator, Women's Bureau, U.S. Department of Labor 36

East, Catherine, former executive secretary, Interdepartmental Committee on the Status of Women, and Citizens Advisory Council on Women 104

Frank, Hon. Barney, a Representative in Congress from the State of Massachusetts, and chairman, Manpower and Housing Subcommittee: Opening statement 1

Herman, Alexis M., former Director, Women's Bureau, U.S. Department of Labor 97

McNulty, Hon. James F., Jr., a Representative in Congress from the State of Arizona 3

Mixer, Madeline H., former job-sharing regional administrator, Women's Bureau, U.S. Department of Labor 25

Porter, Sandra, executive director, National Commission on Working Women, on behalf of Elizabeth Duncan Koontz, former Director, Women's Bureau 91

Stelck, Kristin, associate, public policy department, American Association of University Women, on behalf of Dr. Quincalee Brown, executive director 218

Thomas, Patricia, education director, Service Employees International Union, and chairperson, Washington Union Women 186

Wernick, Ellen, director, Center for Education and Research, Coalition of Labor Union Women, on behalf of Joyce Miller, president 175

Wirtz, Willard, former Secretary of Labor, U.S. Department of Labor 64

Woodruff, Constance, president, National Association of Commissions for Women 207

Letters, statements, etc., submitted for the record by—

Alexander, Dr. Florence Hicks, a working black woman: Prepared statement 204-206

Alexander, Dr. Lenora Cole, Director, Women's Bureau, U.S. Department of Labor:

- Information concerning other national groups that are met in Washington 197-200
- Prepared statement 123-156

Boxer, Hon. Barbara, a Representative in Congress from the State of California: Prepared statement 21-25

Brown, Lynn, executive director, YWCA of Metropolitan Denver: Prepared statement 59-60

Brown, Dr. Quincalee, executive director, American Association of University Women: Prepared statement 221-224

Cobb, Gay Plair, former job-sharing regional administrator, Women's Bureau, U.S. Department of Labor: Prepared statement 39-50

Dellums, Hon. Ronald V., a Representative in Congress from the State of California: Prepared statement 16-17

Page

Letters, statements, etc., submitted for the record by—Continued
- East, Catherine, former executive secretary, Interdepartmental Committee on the Status of Women, and Citizens Advisory Council on Women: Prepared statement 105-107
- Frank, Hon. Barney, a Representative in Congress from the State of Massachusetts, and chairman, Manpower and Housing Subcommittee: Correspondence and statements 74-89
  - July 25, 1984, mailgram to Joy Simondson, from Tenn-Tom Project Area Council, Columbus, MS, re appreciation to the Women's Bureau for aid assistance 226
- Height, Dorothy I., president, National Council of Negro Women: Prepared statement 214-217
- Herman, Alexis M., former Director, Women's Bureau, U.S. Department of Labor: Prepared statement 100-103
- Hughes, Alison Marshall, former executive director, Tucson Women's Commission: Prepared statement 10-14
- Koontz, Elizabeth Duncan, former Director, Women's Bureau: Prepared statement 93-96
- McKernan, Hon. John R., Jr., a Representative in Congress from the State of Maine: July 17, 1984, letter to Dr. Lenora Cole Alexander, from Representative Johnson, re training seminar on the Job Training Partnership Act 90
- McNulty, Hon. James F., Jr., a Representative in Congress from the State of Arizona: Prepared statement 6-9
- Mixer, Madeline H., former job-sharing regional administrator, Women's Bureau, U.S. Department of Labor: Prepared statement 29-35
- Riordan, Kathleen, former regional administrator, Philadelphia, PA: Prepared statement 236-242
- Thomas, Patricia, education director, Service Employees International Union, and chairperson, Washington Union Women: Prepared statement 189-194
- Wernick, Ellen, director, Center for Education and Research, Coalition of Labor Union Women, on behalf of Joyce Miller, president:
  - Information about publications concerning the Women's Bureau 228-234
  - Prepared statement 179-185
- Wirtz, Willard, former Secretary of Labor, U.S. Department of Labor: Prepared statement 68-72
- Woodruff, Constance, president, National Association of Commissions for Women: Prepared statement 209-212
- Wright, Mrs. Clinton M., Deputy Director, Women's Bureau, U.S. Department of Labor: Information concerning meetings 162

APPENDIX

Material submitted for the hearing record 245

THE WOMEN'S BUREAU: IS IT MEETING THE NEEDS OF WOMEN WORKERS?

THURSDAY, JULY 26, 1984

HOUSE OF REPRESENTATIVES,
MANPOWER AND HOUSING SUBCOMMITTEE
OF THE COMMITTEE ON GOVERNMENT OPERATIONS,
Washington, DC.

The subcommittee met, pursuant to notice, at 9:35 a.m., in room 2247, Rayburn House Office Building, Hon. Barney Frank (chairman of the subcommittee) presiding.

Present: Representatives Barney Frank, Major R. Owens, Joe Kolter, John R. McKernan, Jr., and Dan Schaefer.

Also present: Stuart Weisberg, staff director and counsel; Joy Simonson, staff investigator; June Saxton, clerk; William Zavarello, assistant clerk; and Nan Elwood, minority professional staff, Committee on Government Operations.

OPENING STATEMENT OF CHAIRMAN FRANK

Mr. **FRANK**. The hearing of the Subcommittee on Manpower and Housing of the Committee on Government Operations will be in order.

We are meeting today under our oversight responsibilities to conduct the first hearing this subcommittee has had on the Women's Bureau, a very important component of the U.S. Department of Labor.

The committee has heard from various people who have worked in the past with the Women's Bureau about some concerns they have had, concerns that the general direction of this administration has been away from many of the areas that the Women's Bureau has taken in the past. One of the concerns we will be addressing is the extent to which the general orientation of the administration has led to some diminution of activities of the sort that the Women's Bureau has done in the past.

There is also concern widely expressed in communications to me by some people who are afraid that there was some effort to dismantle or reduce the Women's Bureau.

I expect that there will be differences of opinion expressed today, but I think one issue on which there will be no difference is on the need for a continuation of the Women's Bureau, and, in fact, I would suspect that most of us here would be for an expansion of its budget and of its staff.

So I should make it very clear to everyone that I don't think anyone here is asking for a reduction of the Women's Bureau, and particularly whoever stimulated those schoolchildren in Chicago to write to me and ask me to protect the Women's Bureau from President Reagan, I want to assure them, I'm going to do my best to do that, and we will address those letters and others in that way. There was certainly no effort to cut back the Bureau's budget.

I also want to apologize for the inadequate physical facilities. I am a relatively junior subcommittee Chair. Bigger rooms go to relatively senior subcommittee Chairs. I do apologize. We will try to accommodate.

Let me say that the Chair should announce that today I make an exception to my usual rule. I will not be smoking during the hearing. I would hope that other people in this very crowded room would also abstain, and we will try and do everything else we can to accommodate people.

If there are vacant chairs, I hope people will please feel free to take them. I hope no one will be putting books or anything else on chairs, because we are going to try to accommodate people as much as possible.

I would also ask, if there are working press people who are here who need access to the table, that they be allowed to have it. So if there are working press who need writing space, I hope people will accommodate them.

As I said, the Women's Bureau is a very important aspect of our effort to provide equality in this society. There have been views expressed, which we will hear of in greater detail today, that the Bureau has not been able to function these past few years with the same independence it had in previous years. There will be people who will disagree with that viewpoint, and I think we have a fairly extensive set of hearings which will air all the viewpoints.

We are, of course, not able to accommodate everyone who wishes to testify. We have expanded the hearing list some these last few days by people who want to testify, and we will, of course, keep the hearing record open, and if anyone, in response to what is said today, would like to submit statements, we will accept those statements.

Mr. McKernan.

Mr. McKERNAN. Thank you, Mr. Chairman.

I'd just like to echo your statements and add that I think all of us here are interested in expanding the role of the Women's Bureau.

I also want to thank you for the decision not to smoke. That affects me a lot more than it does all of you, I can assure you, although I'm impressed that our chairman has found a way to improve the quality of his cigars in recent hearings.

Let me just say, though, that I hope this will be a constructive hearing. I hope that we will be able to really talk about what we are going to be able to do in the future with the Women's Bureau, because I'm convinced that the Women's Bureau has served us well for over the last 64 years. I'm sure that we can do even more.

I've had a number of chats with people on the staff. I've met with Dr. Alexander, and I know of her interest in expanding the role of the Bureau and making sure that we really serve the needs of working women today.

We have to realize that today, more than ever before, we have people who are in the workforce in two-parent families; we have single-parent families; working women are a reality in this country, and 53 percent of the women are now working; and the Women's Bureau, if it ever had an important role, has an even more important role today.

Back when it was first formed, I think people didn't give the justice that was due to that Bureau, and perhaps we have not had the resources that have been necessary, even though the Bureau has done an outstanding job, I think, with the resources available to it.

I think that in the 1980's and beyond, we need to expand the role of the Bureau, and I hope that that will be the tone of this hearing today—what can we do to provide even better services to working women. I'm sure that there are going to be some disagreements on what has taken place in the past, but I hope that at least by the end of the hearing we will be talking about what we can do to improve the Bureau, so that it can better serve working women in America today.

Thank you, Mr. Chairman.

Mr. **Frank**. Mr. Schaefer.

Mr. **Schaefer**. Mr. Chairman, I don't have a lot to add, but I'm looking forward, of course, to this hearing this morning, particular in view of its long existence. I can only reflect on what my colleagues have said so far and to point out that we only are talking about 79 employees nationwide, which is a commendable thing pertaining to what they have been doing.

I think my most important thought this morning is to see indeed where our tax dollars are being spent and how they are being spent, and I think this is the most important thing, and I'm just here to welcome the witnesses today and listen to what is going on.

Mr. **Frank**. Thank you, Mr. Schaefer.

One last announcement. If there are any people here in the audience who have particular difficulty, for whom standing is a special problem, people who have any kind of physical or other problem that make standing a problem, come up and join us here. We can certainly share the empty seats here. If the members come back, we'd expect you to get up. Otherwise, you are welcome to them.

We will begin with our colleague, Representative James McNulty from Arizona.

Mr. McNulty.

STATEMENT OF HON. JAMES F. McNULTY, JR., A REPRESENTATIVE IN CONGRESS FROM THE STATE OF ARIZONA

Mr. **McNulty**. Mr. Chairman, will you find me in flagrante delicto if I don't wear my jacket?

Mr. **Frank**. Well, if that's your idea of a good time, I suppose.

Mr. **McNulty**. I'll interpret that for you later.

Good morning to you, Mr. Chairman, Mr. McKernan, and Mr. Schaefer.

I'm here this morning from southern Arizona and with the considerable help of Alison Hughes, a member of my staff, who was the first director of the Tucson Women's Commission and who has now, to my distress and joy, been accepted to the John F. Kennedy

School of Government, placing that incident in terms of mixed feelings on a par with the undertaker that has to look sad at a $5,000 funeral.

My concern today is the direction of the Women's Bureau, the Department of Labor. That thing has been around since 1920 and for 64 years has had a good reputation as a governmental pacesetter, but certain recent actions taken by the Women's Bureau have produced this inquiry, which may be the first of its kind over that long period of years.

My concern arises from the fact that Arizona women's organizations, which have received excellent services from the Bureau, have seen a reduction of those services in recent months, and the modification of those services can be directly related to the Bureau's decision to change its structure in San Francisco.

The Women's Bureau was established by an act of Congress and has a responsibility to Congress to respect and uphold laws passed by Congress, and I want to inquire whether that respect is still present in the degree that it should be.

The issue of the elimination of the Women's Bureau Region IX job-sharing directorship came to my attention last October when constituent groups indicated concern about this.

In November I made an inquiry into the situation through the Secretary of Labor. The Secretary's response on February 24, 1984, said the "job sharing in the Bureau's San Francisco office was established on an experimental basis."

The Bureau's position was that it undertakes experimental initiatives to identify issues and develop policy recommendations concerning things that relate to women in the labor force, and I think it's curious that the Bureau would undertaken an experimental initiative on something already analyzed and debated by Congress and which has at least in part been shaped into a new law, the Federal Employees Part-time Career Employment Act of 1978.

When Congress passed that law, its Members had reviewed research on part-time and flexitime and compressed workweek concepts.

It's curious to me, too, the Bureau would make an administrative decision which I think is akin to reinventing the wheel on an issue laid to rest by Congress. If the Bureau's intent was to make recommendations for a change in the law, if it concluded that job-sharing was not administratively feasible at a particular grade level—was that, I wonder, the Bureau's intent?

Could the Bureau not better use its staff time to develop policy recommendations concerning issues under debate in Congress like comparable worth, for example?

I'd welcome their recommendations if they experimented with the pay equity concept, a subject on which I think they have taken no position.

The action in San Francisco, I think, was unjustifiable, in using a reduction in force concept to eliminate two long-term Women's Bureau employees with good reputations, Madeline Mixer and Gay Plair Cobb.

I thought it was inappropriate, since to my understanding the San Francisco office of the Bureau now has three full-time employees instead of two half-time employees it formerly had. I hope the committee will find out if I am accurate on that statistic.

In my inquiry to the secretary, I was advised that the Bureau's policy supported alternative work patterns for persons in the work force and that the Bureau would continue to explore part-time options for the staff. If that's the policy, the actions in San Francisco are contradictory.

I'm familiar with the contributions that Ms. Mixer and Ms. Cobb have made to the women of Arizona, and I think it's a sad thing when outstanding work is rewarded by job elimination.

Ms. Mixer has been very active in Arizona in work establishing the Tucson and the Arizona Women's Commissions as well as promoting entry of women into trades and the establishment of Arizona Tradeswomen Inc.

Ms. Cobb's work in the State has included promoting women's network groups and such things as the Black Women's Awareness Conference, and in urging, so importantly, the school system to adopt curricula which encourage students to enter nontraditional careers. Those are substantive activities which have far-reaching effects.

So when we received the information that we did that the Bureau, since December sometime, has sponsored a workshop on the Job Training Partnership Act in Phoenix in March, which actually followed one that Ms. Hughes and my staff put on in December, and that there hasn't been done much else, we have to say that we are dissatisfied that the Bureau has done inadequate work in continuing efforts to support women's committees, has done inadequate work in participating in continuing community debates on the issue of pay equity and other issues, and I hope some impetus could be given to the Bureau to move directly and quickly in that direction.

Thank you, Mr. Chairman.

[The prepared statement of Mr. McNulty follows:]

Testimony by Congressman Jim McNulty before the Subcommittee on Manpower and Housing, Committee on Government Operations, U.S. House of Representatives

July 26, 1984

I am here today because I am concerned about the direction in which the Women's Bureau of the U.S. Department of Labor is going. The Bureau was established in 1920, the same year women got the vote. For 64 years it has had a solid reputation for being a governmental pacesetter in its efforts to catalyze constructive changes to ensure women achieve equality.

It is unfortunate that certain actions taken by the current Women's Bureau have produced a Congressional investigation into the Bureau, possibly the first of its kind in 64 years.

My concern rises from the fact that Arizona women's organizations which have received excellent services from the Bureau have apparently experienced a marked reduction in these services in recent months. And it appears that the modification of services can be directly related to the Bureau's decision to change its administrative structure in the San Francisco office.

My concern rises from the fact that because the Women's Bureau was established by an act of Congress, it has the responsibility to Congress to respect and uphold the laws passed by Congress, and it appears that such respect is missing.

The issue of the elimination of the Women's Bureau's Region 1X job-sharing directorship came to my attention last October when constituent groups indicated concern about the Women's Bureau.

In early November I made an inquiry into this situation through the Secretary of Labor. The Secretary's response to this inquiry, written on February 24, 1984, indicated that "job sharing in the Bureau's San Francisco office was established on an experimental basis." The Bureau's position was that it undertakes experimental initiatives to identify issues and develop policy recommendations concerning the issues that relate to women in the labor force.

It is curious that the Bureau would undertake an experimental initiative on an issue already analyzed and debated by Congress, and one which had been shaped into a new law: The Federal Employees Part-time Career Employment Act of 1978.

When Congress passed that law its members had already reviewed a sizable amount of research on part-time, flexitime, and compressed workweek concepts in the Federal government.

It is curious, too, that the Bureau would make an administrative decision to reinvent the wheel of research on an issue already "laid to rest" by Congress. I wonder if the Bureau's intent was to make recommendations for a change in the law if it concluded that job-sharing was not administratively feasible at a particular grade level.

Would not the Bureau better use its staff time to develop policy recommendations concerning issues currently under debate in Congress (comparable worth, for example)? We would certainly welcome the Bureau's recommendations if it experimented with a "pay equity" concept in the Bureau and made recommendations on the issue. (I understand the Bureau has not taken a position on this issue.)

The Bureau's administrative action regarding its San Francisco office functioning was, in my opinion unjustifiable. To use the "RIF" (Reduction in Force) system to eliminate two long-term Women's Bureau employees with excellent reputations, Madeline Mixer and Gay Plain Cobb is inappropriate, especially since, to my understanding the San Francisco office of the Bureau now has three full time employees instead of the two half-time employees it had aboard prior to the RIF. In my inquiry to the Secretary I was advised that the Bureau's policy fully supports alternative work patterns for persons in the work force, and that the Bureau will continue to explore part-time options for its staff. If this is the policy of the Bureau, its actions pertaining to the San Francisco directors seem to be a contradiction.

I am familiar with the contributions Ms. Mixer and Ms. Cobb have made to the women of Arizona and it is a sad thing when outstanding work is rewarded by job elimination, or even by offering them an opportunity to job share at the "next level position."

Ms. Mixer is well known in Arizona for her work in establishing the Tucson and Arizona Women's Commissions as well as her activities to promote the entry of women in the trades and the establishment of

Arizona Tradeswomen, Inc. Ms. Cobb's work in my State has included promoting women's network groups and events such as the Black Women's Awareness Conference, and in urging the school system to adopt curricula which encourage students to enter non-traditional careers. These are the kinds of substantive activities which wear well and which have far-reaching effects in promoting women's equality.

When I sought information on what activities the Bureau had generated in Arizona since the elimination of Ms. Mixer and Ms. Cobb's position, I was informed that the Bureau had sponsored a workshop on JTPA in Phoenix in March. This workshop followed one I had sponsored in Tucson on December 12 on which my staff had originally worked with Ms. Cobb Apart from these sessions, it appears that the Bureau has done little to continue its work with the women's commissions, or Arizona Tradeswomen, or to participate in continuing community debates on the issue of pay equity.

Mr. **Frank**. Thank you very much Mr. McNulty.

At this time, if there is no objection, I would like to enter into the record the statement that was submitted by Alison Marshall Hughes, who is former executive director of the Tucson Women's Commission and who has been a staff member for Mr. McNulty.

[The prepared statement of Ms. Hughes follows:]

Alison Marshall Hughes
2223 E. Edison
Tucson, Arizona 85719

July 17, 1984

Honorable Barney Frank, Chair
Subcommittee on Manpower and Housing
Room B 349 A
Rayburn House Office Building
Washington, D. C. 20515

Dear Congressman Frank:

The enclosed testimony is directed to the functioning of the Women's Bureau of the U. S. Department of Labor, particularly to the work of the Region IX arm of the Bureau during a six year period.

From 1976 - 1982 I served as Executive Director of the Tucson Women's Commission, and for five years was an active member of the Arizona Women's Commission. During this period I worked very closely with Bureau staff at the regional level and developed first-hand knowledge about the Bureau and its functioning.

My testimony is not intended to negate the good intentions of the current staff of the Women's Bureau. Rather, I offer it in order to say with pride that the Region IX directors did an outstanding job of serving the needs of Arizona's female constituency, and that their job sharing capacity served to our benefit.

It is my sincere hope that your hearing will positively affect the functioning of the Women's Bureau and encourage a strong advocacy role on behalf of women.

Sincerely,

Alison M. Hughes

Alison M. Hughes

TESTIMONY TO THE SUBCOMMITTEE ON MANPOWER AND HOUSING, COMMITTEE ON GOVERNMENT OPERATIONS, U. S. HOUSE OF REPRESENTATIVES

Submitted by Alison M. Hughes
Tucson, Arizona

July 17, 1984

WOMEN'S BUREAU, U. S. DEPARTMENT OF LABOR

The Women's Bureau's Impact in Arizona

The Women's Bureau historically played a strong role in the establishment of women's commissions. In Region IX, the regional director Madeline Mixer was instrumental in the initial establishment of the Arizona and Tucson Women's Commissions. In 1975 she visited Tucson and met with members of our City Council as well as members of an ad hoc community task force established to create a Commission. She also met at the state level with women who were working to reestablish a Governor's Commission on Women under Governor Castro. Her purpose was to share information on the role commissions could play in government as well as in the communities and states in which they were located.

Once the Tucson Women's Commission and the Arizona Women's Commission were established we continued to stay abreast of national issues affecting women through our continued working relationship with the regional director of the Bureau.

It was through Madeline Mixer's efforts to promote women in the trades that the Tucson Women's Commission became the first Arizona women's organization to establish programs in this area. With the regional director's assistance, in 1977 we organized our first community-wide workshop for women on how to enter construction trades. Ms. Mixer visited Tucson for the occasion and met with labor leaders whom we had invited to participate in the workshop. She also served as a speaker at the workshop which attracted over 60 women and which inspired many of them to apply to enter apprenticeship training programs.

With Ms. Mixer's encouragement, the Tucson Women's Commission pursued funds through the Comprehensive Employment and Training Act (CETA) to establish a training program for women wishing to pursue careers in the trades. We were successful in obtaining funds and a training program was launched.

In the meantime, CETA funds were also being appropriated for union apprenticeship training programs. The Pima County Operating Engineers received a large CETA grant to train women as heavy equipment operators. When we learned that the union planned to hire a man to direct the project withought the position's having been publicly advertised, Ms. Mixer made a trip to Tucson where we met jointly with the union coordinator, the BAT (Bureau of Apprenticeship and Training) coordinator, and a member of the State Apprenticeship Council to discuss the matter. Our meeting resulted in the union's advertising the job and hiring a Mexican American female as its director. I am confident that this personnel policy would not have been changed without Ms. Mixer's intervention.

Meantime, at the state level, the Arizona Women's Commission also sought CETA funds to assist women in entering the workforce. Again Ms. Mixer's influence was felt through the State CETA Advisory Committee which ultimately approved the funding.

Also at the State Level, the State Department of Education's Sex Equity Coordinator, Deborah Dillon, worked closely with the Bureau at the National and Regional levels. In 1978 Ms. Dillon's office sponsored a state-wide conference on women in nontraditional jobs. Ruth Nadel of the Bureau's national staff, and Madeline Mixer were both present to speak on different aspects of the conference subject matter and to advocate for increasing the roles of women on nontraditional jobs.

By 1980 women were beginning to enter trades in larger numbers in Tucson. As is often the case with trail blazers in the workforce, many of these women were faced with on-the-job battles with their male counterparts. The Tucson Women's Commission worked with many tradeswomen to help them devise strategies of counteracting sexual harassment on the job. While we assisted some women in filing sex discrimination complaints, negotiated conflict resolutions between others and their union coordinators, there was also a need to create a vehicle through which tradeswomen could come together and resolve their own problems.

Through the Region IX Women's Bureau the Tucson Women's Commission obtained a small contract for around $1500 to establish a tradeswomen organization and encourage tradeswomen to meet together to examine on-the-job issues and seek resolutions. With these funds the Commission formed a brand new organization, Arizona Tradeswomen, Inc., whose board and members were composed of women in such trades as carpentry, painting, operating engineers, plumbing, electricians, welders, etc. A publication about the organization was produced and disseminated widely in the community. One of the first conferences on women in the trades was organized, and in 1981 drew almost 200 tradeswomen from Arizona, California, Colorado and Nevada to Tucson to meet and confer. Keynote speakers at the conference were Addie Wyatt national union leader, and Lenora Cole-Alexander, the National Director of the Women's Bureau.

In 1980 we lauded the Women's Bureau's decision to adopt job sharing in support of the needs of its employees. We were knowledgeable about the passage of the Federal Employees Part-time Career Employment Act of 1978 which made possible job sharing among Federal employees. We believed the Bureau's adoption of a job-sharing policy would inspire other Federal departments and non-Federal organizations to adopt similar policies.

When Gay Cobb came to Region IX to share the Bureau's director position with Madeline Mixer we found ourselves with two resources instead of one. We were provided with a sound explanation of the roles the directors would play, and we worked with each accordingly.

Ms. Cobb accepted our invitation to be the keynote speaker at the Tucson Black Women's Awareness Conference in 1980-81. The conference was attended by almost 250 women. Ms. Cobb made an outstanding impression on our Commission and on the Tucson women who met her and we began an ongoing working relationship with her as well as with Ms. Mixer.

Through Gay Cobb we were given access to a broad range of information on educational equity, on the new Job Training Partnership Act which was then under consideration, and on the new networking concepts which were taking effect among women's organizations at the national level.

While Ms. Mixer's impact was strongly felt in Arizona in the area of women in the trades, Ms. Cobb's influence was moving in the direction of encouraging women's networking to share valuable information about issues and careers for women. In 1981 the Tucson Women's Commission sponsored the Tucson Women's Networking Conference, an event which drew almost 500 participants and which had a positive influence on their lives.

Ms. Cobb was also active in promoting adoption of curricula in the public school systems which would enhance students opportunities to prepare for nontraditional careers. She was responsible for a workshop for elementary-secondary school personnel, held in late 1982. I worked with Ms. Cobb on this event, and it drew school personnel from the Tucson and Phoenix areas and presented a full day of information on the Women in Non-Traditional Careers Curriculum developed under the auspices of the Women's Bureau.

In summary, it is important that I emphasize that in six years of working steadily with staff members of the Women's Bureau I found that the service was outstanding, both with one regional director, and with two directors working in a job sharing capacity.

It was a simple enough matter for us to choose which director to contact as we knew which role each held.

It was a pleasure to work with two directors as each brought her own unique skills with the same enthusiasm and commitment to her job, and each was accountable to the Arizona women's constituency she served.

Through my position in the office of Congressman Jim McNulty, I am currently aware of the Women's Bureau Director's decision to eliminate job sharing in the Bureau. I hope the experiences I have described above can have a positive effect on changing this decision, as the concept of job sharing is of vital importance to working women everywhere and the Women's Bureau is in a position to be a strong advocate for job sharing.

The Women's Bureau at the National Level: Personal Observations

At the national level the Bureau has in the past had an important impact in the formation of national policy affecting women. That impact has been reflected in related activities and programs established by women's organizations throughout the country.

For example, the Bureau was involved in analyzing the CETA regulations when they were in the formation stages, and in making recommendations to the staff and the Secretary of Labor to insure CETA met the needs of working women. Even before the Comprehensive Employment and Training Act became law the Bureau was providing information on women in the workforce in order to encourage access to CETA resources by women. I believe the Bureau's work had a major impact on CETA's inclusion of displaced homemakers as a target group to receive CETA training. I am convinced that had the CETA legislation not identified women as a target group the Tucson and Arizona women's commissions would not have received CETA funds.

The Bureau was also involved in making comments internally on the 1977 DOL Office of Federal Contract Compliance Programs which offered goals and timetables for women in construction, and on the 1978 DOL guidelines governing equal employment opportunity in apprenticeship and training. The Bureau took an active role in working with Bureau of Apprenticeship and Training Coordinators to ensure the monitoring of these regulations at state levels.

These regulations were adopted following a law suit by women's groups against the Department of Labor. The legal arrangements included the establishment of a national monitoring committee appointed by the Secretary of Labor. The Bureau had responsibility for coordinating meetings of the Monitoring Committee during the time period covered by the court order.

The Bureau also provided information on the Equal Rights Amendment to women's groups and its staff members promoted its passage, reflecting the position of the administrations of Presidents Ford and Carter.

The Bureau Today

It is understandable that with each new Administration, new policies are adopted which reflect the sentiments of those at the helm.

President Reagan's administrative policies are, I believe, reflected in those adopted by the current day Women's Bureau in a number of ways, for example:

- -- Withdrawal from public distribution of the Bureau's pamphlet which promotes passage of the Equal Rights Amendment.
- -- Silence and/or passivity on the revised OFCCP regulations governing women in construction (the revised regulations received a national focus last fall when women's groups opposed many of the proposed changes.)
- -- Silence during the formation of the Job Training Partnership Act out of the Comprehensive Training and Employment Act. JTPA does not include women as a specific target group, whereas CETA did address the needs of women.
- -- Silence on the issue of pay equity (or comparable worth). Congress and hundreds of state and local governments are struggling with this issue in 1984. It is one of the most highly-discussed issues among women's groups. While the House did pass H.R. 5680, a bill designed to promote pay equity among Federal employees, and while the Senate still debates the issue, the Women's Bureau has made no recommendation on the issue, either for or against.
- -- Elimination of job-sharing as a personnel policy in spite of the existence of a law promoting such policies.

In summary, the Women's Bureau of the U. S. Department of Labor has historically been a strong force for constructive change on behalf of women. For over 60 years women's organizations around the nation have looked to the Bureau for leadership and direction in the area of women in the workforce. I sincerely hope that the Bureau's current positions on major issues affecting American women do not have an alienating effect on the women's organizations the Bureau has traditionally served.

Mr. **Frank.** Any questions from the members?

Thank you very much.

Mr. **McNulty.** Thank you, Mr. Chairman.

Mr. **Frank.** I will now call forward our first panel: our colleague, Representative Barbara Boxer. She is accompanied by Gay Plair Cobb and Madeline Mixer, who were formerly job-sharing regional administrators for the Women's Bureau.

While they approach, I just want to read into the record a statement which we received—if there is no objection—from our colleague Ronald Dellums:

> I appreciate the opportunity to comment on the issue before the subcommittee today and commend you for your efforts to examine the current policies of the Women's Bureau. An incredible irony of the situation is that the situation is that these two women worked for the very agency—

Talking about the job sharers—

> that one would expect to be in the forefront of this effort. The supreme irony is that they were fired by the current Presidentially appointed Director of the Women's Bureau because they were job sharing.
>
> Gay Plair Cobb and Madeline Mixer have compiled a record of excellent achievement as the coadministrators of the Women's Bureau regional office. Their fine work in the areas of child care, improved access of minority women to the job arena, blue-collar jobs for women, and many other innovative and important approaches to work for women is well known.
>
> That this sort of precipitous action and that other instances of harassment of regional officers of the Women's Bureau have occurred throughout the Nation indicate a serious attempt by the administration to politicize and to undercut the effectiveness of the Women's Bureau. This is particularly tragic as working women have become one of the groups most affected by the drastic spending cuts of the past 3 years.
>
> Again, I thank the chairman for the opportunity to comment, and I look forward to a return of principled leadership in the Women's Bureau.

That will go in the record.

[The prepared statement of Mr. Dellums follows:]

RONALD V. DELLUMS
8th District, California

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DISTRICT OF COLUMBIA

ARMED SERVICES COMMITTEE

CHAIRMAN
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Congress of the United States
House of Representatives

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July 26, 1984

Honorable Barney Frank
Chairman
Subcommittee on Manpower and Housing
House Committee on Government Operations
2157 Rayburn H.O.B.
Washington, D.C. 20515

Mr. Chairman:

I share your concern over the drastic shift in direction that the Women's Bureau policies have taken since this administration took office. I am particularly concerned about situation in the San Francisco Regional Office, and the dismissal of Ms. Gay Plair Cobb and Ms. Madeline Mixer.

I would very much appreciate the opportunity to have a short statement included in the record of your hearing on the activities of the Women's Bureau.

Your assistance is most appreciated.

Sincerely,

Ronald V. Dellums
Member of Congress

STATEMENT OF REPRESENTATIVE RONALD V. DELLUMS

BEFORE THE COMMITTEE ON GOVERNMENT OPERATIONS

SUBCOMMITTEE ON MANPOWER AND HOUSING

JULY 26, 1984

MR. CHAIRMAN:

I APPRECIATE THE OPPORTUNITY TO COMMENT ON THE ISSUE BEFORE THE SUBCOMMITTEE TODAY AND COMMEND YOU FOR YOUR EFFORTS TO EXAMINE THE CURRENT POLICIES OF THE WOMEN'S BUREAU.

I AM PARTICULARLY INTERESTED IN THE AGENCY'S ACTIONS REGARDING THE POLICY OF JOB SHARING, NOT ONLY BECAUSE OF THE IMPORTANCE THAT THIS PROVEN AND EFFECTIVE APPROACH TO WORK ALTERNATIVES HAS UPON WOMEN AND MINORITIES, BUT ALSO BECAUSE I KNOW OF THE FINE WORK OF TWO WOMEN JOB-SHARERS WHO HAPPEN TO BE MY CONSTITUENTS.

AN INCREDIBLE IRONY OF THE SITUATION IS THAT THESE TWO WOMEN WORKED FOR THE VERY AGENCY THAT ONE WOULD EXPECT TO BE IN THE FOREFRONT OF THIS EFFORT. BUT THE SUPREME IRONY IS THAT THEY WERE FIRED BY THE CURRENT PRESIDENTIALLY APPOINTED DIRECTOR OF THE WOMEN'S BUREAU BECAUSE THEY WERE JOB SHARING.

GAY PLAIR COBB AND MADELINE MIXER HAVE COMPILED A RECORD OF EXCELLENT ACHIEVEMENT AS THE CO-ADMINISTRATORS OF THE WOMEN'S BUREAU REGIONAL OFFICE IN SAN FRANCISCO. THEIR FINE WORK IN THE AREAS OF CHILD CARE, IMPROVED ACCESS OF MINORITY WOMEN TO THE JOB ARENA BLUE COLLAR JOBS FOR WOMEN AND MANY OTHER INNOVATIVE AND IMPORTANT APPROACHES TO WORK FOR WOMEN, IS WELL-KNOWN. THEY ARE WELL-RESPECTED PROFESSIONALS IN THE REGION, WHO HAVE BETWEEN THEM AN EXTENSIVE NETWORK OF CONTACTS WITH WOMEN'S GROUPS AND LABOR ORGANIZATIONS.

WHILE THE OFFICE OF PERSONNEL MANAGEMENT HAS RECENTLY CONFIRMED THE VIABILITY OF JOB SHARING, PARTICULARLY IN THE FEDERAL GOVERNMENT, AS AN ALTERNATIVE WHICH PROMOTES FLEXIBILITY AND WHICH ALLOWS MANY MORE EMPLOYMENT OPPORTUNITIES TO MEN AND WOMEN WHO WOULD OTHERWISE BE UNABLE TO WORK, THE DISMISSAL OF MS. COBB AND MS. MIXER SIGNIFIES A DIRECT CONTRADICTION TO THIS ENLIGHTENED POLICY. AFTER THEIR COMBINED RECORD OF 30 YEARS OF ACHIEVEMENT IN THE SAN FRANCISCO REGIONAL OFFICE, THEIR DISMISSAL RAISES SERIOUS QUESTIONS ABOUT THE POLITICAL NATURE OF THE CURRENT ADMINISTRATION OF THE WOMEN'S BUREAU.

THAT THIS SORT OF PRECIPTIOUS ACTION, AND THAT OTHER INSTANCES OF HARASSMENT OF REGIONAL OFFICES OF THE WOMEN'S BUREAU HAVE OCCURRED THROUGHOUT THE NATION, INDICATE A SERIOUS ATTEMPT BY THE ADMINISTRATION TO POLITICIZE AND TO UNDERCUT THE EFFECTIVENESS OF THE WOMEN'S BUREAU. THIS IS PARTICULARLY TRAGIC AS WORKING WOMEN HAVE BECOME ONE OF THE GROUPS MOST AFFECTED BY THE DRASTIC SPENDING CUTS OF THE PAST THREE YEARS.

AGAIN, I THANK THE CHAIRMAN FOR THE OPPORTUNITY TO COMMENT, AND I LOOK FORWARD TO A RETURN OF PRINCIPLED LEADERSHIP IN THE WOMEN'S BUREAU.

Mr. **Frank**. We will begin with Mrs. Boxer.

Mrs. **Boxer**. Mr. Chairman, I'd like to submit my statement for the record.

Mr. **Frank**. Without objection, it will be included, and let me say, so we can do this in a blanket way, for all the witnesses today, we will extend, if there is no objection, permission to have the statements printed in their entirety in the record, and witnesses may then proceed to summarize.

I would say, with more hope than expectation of success, that summarize usually means less than. It has been my experience that very few witnesses are able to summarize their statements without expanding on them by at least 50 percent.

So we would hope that some of these people would in fact summarize.

Mrs. Boxer.

STATEMENT OF HON. BARBARA BOXER, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF CALIFORNIA

Mrs. **Boxer**. With that statement, I will proceed to read my statement, Mr. Chairman.

I really want to compliment you and your subcommittee for looking into this very serious issue. I'm pleased to be before you today.

I'd like to begin my testimony by quoting from the statement of purpose for the Women's Bureau in the Department of Labor, the official purpose being—and I'm quoting: "to promote the welfare of wage-earning women, improve their working conditions, increase their efficiency, and advance their opportunities for profitable employment."

I hope you'll keep that statement of purpose in mind as you listen to the story that unfolds regarding the two women sitting to my immediate left.

I'd further like to point out, Mr. Chairman, that the law creating the Women's Bureau was passed in 1920, and women have made advancements since 1920. We know we have come a long way. But since 1980, I have had to conclude that they have made advancement without the help of this administration.

During the last 3½ years, we have seen many examples which clearly illustrate this administration's lack of commitment to economic equity for women, but what is happening to the Women's Bureau in the Department of Labor, and specifically the situation involving Madeline Mixer and Gay Cobb, is a clear example of this.

Mr. Chairman, on September 14, 1983, the codirectors of the San Francisco regional office of the Women's Bureau were given reduction-in-force notices. Prior to the job-sharing experience as codirectors of this office, Madeline has been the western regional administrator of the Women's Bureau for 21 years, and Gay, the former chief of the Bureau's Division of Coordination and Special Programs.

Since Gay and Madeline first assumed the position as codirectors of the Bureau, they consistently received outstanding job reviews. Under their leadership, a paid, on-the-job training program for women in nontraditional occupations was begun. In addition, they originated a program for displaced homemakers.

According to the administration, the RIF of these two competent and highly qualified civil servants occurred because of a job-sharing experience that failed to work. This statement is not a worthy explanation of why Gay and Madeline were RIF'd. It is, instead, in my opinion, an example of utter hypocrisy.

The very objectives of the Women's Bureau, to promote greater participation of American women in the work force with flexible employment options, are being disposed of; it's as simple as that. Further, such a decision is a serious setback to the female Federal employee who may be considering this option.

So, Mr. Chairman, the question before us is the real reason why these two women received reduction in force notices. Was it because the incumbents were just too good at fulfilling the goals of the Women's Bureau, goals that the Reagan administration simply doesn't embrace, or maybe it is just because this administration wants to give only lip service to the promotion and advancement of women while it actually stifles the creative approaches of talented civil servants to increase public awareness of the goals of the Women's Bureau.

I hope you will listen to how I was treated when I tried to find out the details of this RIF.

In November 1983, I wrote a letter to Dr. Lenora Cole Alexander, the current Director of the Women's Bureau, expressing my concern over the decision to eliminate this job-sharing position, and I asked that immediate attention be given to this matter.

It was not until January 17, 1984—2 months later—that I received a response, which indicated that the jobsharing was established only as an experiment, and the experiment ended because the two incumbents functioned independently, not in a single position. Other problems with jobsharing raised in Dr. Cole Alexander's letter were monitoring the costs of travel, overtime expenses, and efficiency.

In addition, Dr. Alexander indicated that upon the termination of the job sharing, both Gay and Madeline were offered to job share at the next level, but neither accepted the offer.

In a return letter dated March 5, I asked for documentation of additional expenses and the cost involved in interviewing, hiring, and paying an interim director for region IX. I also asked for documentation in defense of the position that this was an experimental arrangement. In addition, I asked for the title and salary of the position supposedly offered to Gay and Madeline.

On May 22, after I wrote to them in March, I wrote a followup letter expressing my desire to have a response no later than June 5. Mr. Chairman, it was not until June 8 that I finally received a response stating that because the case was now under litigation, no details could be discussed and no further information released.

At this time, several important issues still remain unaddressed which I hope your committee will look into.

One, the positions at the regional office were established under the terms of the Federal Career Part-Time Employment Act and, as understood by the incumbents, were intended to be permanent. Where is the evidence that proves otherwise?

Two, expense was cited as a reason for the reduction in force. Where is the evidence that supports increased costs for job sharing? Where is the evidence that documents additional overtime costs? What is the cost of interviewing, hiring, and staffing an interim director?

Three, where is proof of the so-called offer outlining the next level position?

Four, why has this administration ignored numerous congressional inquiries into the region IX situation?

Five, the RIF's were immediately appealed by the two incumbents. The administration responded while the case was under appeal in January, but now in July they will not give information on the decision to undermine the Women's Bureau. Why? Is it because such decisions might cast a dim light on this administration in an election year?

The situation in region IX is not unique. Too many similar vacancies and shifts in administration of the regional bureaus are occurring in Denver, New York, and other parts of the country. We have seen this administration work overtime to defeat the ERA—I know it, because I saw it—and to undermine many elements of economic equity for women.

The situation I have described here today is not just some obscure, ideological argument. It's not just rhetoric. It involves two people, two excellent workers that the taxpayers got for the price of one, and they got fired from the very Bureau which is supposed to promote the welfare of wage-earning women, improve their working conditions, increase their efficiency, and advance their opportunities for profitable employment.

Madeline Mixer and Gay Cobb, whom you will hear from very shortly, are living, breathing examples of women in the work force discriminated against by this administration. Taxpayers are suffering as a result.

To paraphrase Geraldine Ferraro, in this case it is not a question of what this Government can do for these two women but what these two women can and should be doing to contribute to their Government, and I hope, as a result of this hearing, your committee will begin to right this wrong.

I thank you very much, Mr. Chairman.

[The prepared statement of Mrs. Boxer follows:]

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TESTIMONY OF CONGRESSWOMAN BARBARA BOXER
BEFORE THE SUBCOMMITTEE ON MANPOWER AND HOUSING
REGARDING THE DEPARTMENT OF LABOR WOMEN'S BUREAU

JULY 26, 1984

MR. CHAIRMAN AND MEMBERS OF THE COMMITTEE:

I AM PLEASED TO HAVE THIS OPPORTUNITY TO TESTIFY BEFORE THE SUBCOMMITTEE ON MANPOWER AND HOUSING.

I'D LIKE TO BEGIN MY TESTIMONY TODAY BY QUOTING FROM THE STATEMENT OF PURPOSE FOR THE WOMEN'S BUREAU IN THE DEPARTMENT OF LABOR, THE OFFICIAL PURPOSE BEING, "...TO PROMOTE THE WELFARE OF WAGE EARNING WOMEN, IMPROVE THEIR WORKING CONDITIONS, INCREASE THEIR EFFICIENCY, AND ADVANCE THEIR OPPORTUNITIES FOR PROFITABLE EMPLOYMENT." I'D FURTHER LIKE TO POINT OUT MR. CHAIRMAN, THAT THE LAW CREATING THE WOMEN'S BUREAU WAS PASSED IN 1920. YES, WOMEN HAVE MADE ADVANCEMENTS SINCE 1920, BUT SINCE 1980 THEY HAVE MADE ADVANCEMENT WITHOUT THE HELP OF THE REAGAN ADMINISTRATION.

DURING THE 3½ YEARS THAT PRESIDENT REAGAN HAS BEEN IN OFFICE, WE HAVE SEEN MANY EXAMPLES WHICH CLEARLY ILLUSTRATE THIS ADMINISTRATION'S TOTAL LACK OF COMMITTMENT TO ECONOMIC EQUITY FOR WOMEN. WHAT IS HAPPENING TO THE WOMEN'S BUREAU IN THE DEPARTMENT OF LABOR AND SPECIFICALLY THE SITUATION INVOLVING MADALINE MIXER AND GAY COBB IS BUT ONE MORE CLEAR EXAMPLE.

Mr. Chairman, on September 14, 1983, the Co-Directors of the San Francisco Regional Office of the Women's Bureau, Madaline Mixer and Gay Cobb, were given reduction in force notices. Prior to the job sharing experience as co-directors of this office, Madaline had been the Western Regional Administrator of the Women's Bureau for 21 years and Gay the former Chief of the bureau's Division of Coordination and Special Programs. Since Gay and Madaline first assumed the position as Co-directors of the San Francisco Regional Office in 1980, they consistently received outstanding job reviews. Under their leadership, a paid on-the-job training program for women in non-traditional occupations was begun. In addition, they originated a program for displaced homemakers.

According to the Administration, the RIF of these two competent and highly qualified civil servants occured because of a "job sharing experience that failed to work." This statement is not a worthy explanation of why Gay and Madaline were RIF'd. It is instead an example of utter hipocracy. The very objectives of the Women's Bureau--to promote greater participation of American women in the work force with flexible employment options--are being disposed of--it's as simple as that. Further, such a decision is a serious setback to the female federal employees who may be considering this option.

So Mr. Chairman, the question before us is the real reason why Gay Cobb and Madaline Mixer received reduction in force notices. Was it because the incumbants were just too good at fulfilling the goals of the Women's Bureau? Goals that the Reagan Administration simply doesn't embrace. Or maybe it is

JUST BECAUSE THIS ADMINISTRATION WANTS TO GIVE ONLY "LIP SERVICE" TO THE PROMOTION AND ADVANCEMENT OF WOMEN WHILE IT ACTUALLY STIFLES THE CREATIVE APPROACHES OF TALENTED CIVIL SERVANTS TO INCREASE PUBLIC AWARENESS OF THE GOALS OF THE WOMEN'S BUREAU.

IN NOVEMBER OF 1983, I WROTE A LETTER TO DR. LENORA COLE ALEXANDER, THE CURRENT DIRECTOR OF THE WOMEN'S BUREAU, EXPRESSING MY CONCERN OVER THE DECISION TO ELIMINATE THIS JOB SHARING POSITION AND ASKED THAT IMMEDIATE ATTENTION BE GIVEN TO THE MATTER. IT WAS NOT UNTIL JANUARY 17, 1984--2 MONTHS LATER--THAT I RECEIVED A RESPONSE WHICH INDICATED THAT THE JOB SHARING WAS ESTABLISHED ONLY AS AN EXPERIMENT AND THE EXPERIMENT ENDED BECAUSE THE TWO INCUMBENTS FUNCTIONED INDEPENDENTLY, NOT IN A SINGLE POSITION. OTHER PROBLEMS WITH JOB SHARING RAISED IN DR. COLE ALEXANDER'S LETTER WERE MONITORING THE COSTS OF TRAVEL, OVERTIME EXPENSES, AND EFFICIENCY.

IN ADDITION, DR. COLE ALEXANDER INDICATED THAT UPON THE TERMINATION OF THE JOB SHARING, BOTH GAY AND MADALINE WERE OFFERED TO JOB SHARE AT "THE NEXT LEVEL" BUT NEITHER ACCEPTED THE OFFER.

IN A RETURN LETTER DATED MARCH 5, I ASKED FOR DOCUMENTATION OF ADDITIONAL EXPENSES AND THE COST INVOLVED IN INTERVIEWING, HIRING AND PAYING AN INTERIM DIRECTOR FOR REGION IX. I ALSO ASKED FOR DOCUMENTATION IN DEFENSE OF THE POSITION THAT THIS WAS AN EXPERIMENTAL ARRANGEMENT BETWEEN THE DEPARTMENT OF LABOR AND THE INCUMBENTS.

IN ADDITION, I ASKED FOR THE TITLE AND SALARY OF THE POSITION SUPPOSEDLY OFFERED TO GAY AND MADALINE. ON MAY 22, I

WROTE A FOLLOW UP LETTER EXPRESSING MY DESIRE TO HAVE A RESPONSE NO LATER THAN JUNE 5. MR. CHAIRMAN, IT WAS NOT UNTIL JUNE 8 THAT I FINALLY RECEIVED A RESPONSE STATING THAT BECAUSE THE CASE WAS NOW UNDER LITIGATION, NO DETAILS COULD BE DISCUSSED AND NO FURTHER INFORMATION RELEASED.

AT THIS TIME, SEVERAL IMPORTANT ISSUES STILL REMAIN UNADDRESSED:

1) THE POSITIONS AT THE REGIONAL OFFICE WERE ESTABLISHED UNDER THE TERMS OF THE FEDERAL CAREER PART-TIME EMPLOYMENT ACT AND AS UNDERSTOOD BY THE INCUMBENTS, WERE INTENDED TO BE PERMANENT. WHERE IS THE EVIDENCE THAT PROVES OTHERWISE?

2) EXPENSE WAS CITED AS A REASON FOR THE REDUCTION IN FORCE. WHERE IS THE EVIDENCE THAT SUPPORTS INCREASED COST FOR JOB SHARING? WHERE IS THE EVIDENCE THAT DOCUMENTS ADDITIONAL OVERTIME COSTS? WHAT IS THE COST OF INTERVIEWING, HIRING, AND STAFFING AN INTERIM DIRECTOR POSITION?

3) WHERE IS PROOF OF THE SO-CALLED "OFFER" OUTLINING THE "NEXT LEVEL POSITION?"

4) WHY HAS THIS ADMINISTRATION IGNORED NUMEROUS CONGRESSIONAL INQUIRIES INTO THE REGION IX SITUATION?

5) THE RIF'S WERE IMMEDIATELY APPEALED BY THE TWO INCUMBENTS. THE ADMINISTRATION RESPONDED WHILE THE CASE WAS UNDER APPEAL IN JANUARY BUT NOW IN JULY WILL NOT GIVE INFORMATION ON THE DECISION TO DISMANTLE THE WOMEN'S BUREAU. WHY? IS IT BECAUSE SUCH DECISIONS MIGHT CAST A DIM LIGHT ON THE REAGAN ADMINISTRATION IN AN ELECTION YEAR?

THE SITUATION IN REGION IX IS NOT UNIQUE. TOO MANY SIMILAR VACANCIES AND SHIFTS IN ADMINISTRATION OF THE REGIONAL BUREAUS ARE OCCURING IN DENVER, NEW YORK, AND OTHER PARTS OF the country. We have seen this Administration work overtime to defeat the Equal Rights Amendment,--and to undermine many elements of economic equity for women. The situation I have described here today is not just some obscure ideological argument. It involves 2 people--2 excellent workers that the taxpayers got for the price of one. And they got fired from the very Bureau which is supposed to promote the welfare of wage earning women, improve their working conditions, increase their efficiency, and advance their opportunities for profitable employment.

Madaline Mixer and Gay Cobb are living, breathing examples of women in the work force discriminated against by this Administration. Taxpayers are suffering as a result. To paraphrase Geraldine Ferrarro in this case, it's not a question of what this government can do for these two women but what these two women can and should be contributing to their government.

I hope as a result of this hearing, Congress will right this wrong.

Mr. **Frank**. Thank you, Mrs. Boxer.

We will proceed with the next witness.

Please proceed.

STATEMENT OF MADELINE H. MIXER, FORMER JOB-SHARING REGIONAL ADMINISTRATOR, WOMEN'S BUREAU, U.S. DEPARTMENT OF LABOR

Ms. **Mixer**. Thank you.

Congressman Frank, members of the subcommittee, ladies and gentlemen, I am Madeline Mixer. I served as regional administrator for the Women's Bureau, U.S. Department of Labor, in region IX for 21 years until I was discharged on November 19, 1983.

During the last 3 years, I shared this position with Gay Plair Cobb as a permanent assignment which carried out the intent of Congress under its legislation to encourage alternative work arrangements.

We were replaced by an acting regional administrator, who has been on temporary detail, with per diem, since November 1983. Before her assignment to San Francisco, the acting regional administrator had had a few months' experience as a temporary replacement for an administrator in another region. She had never lived or worked in region IX, which includes Arizona, California, Hawaii, and Nevada.

I will now describe the responsibilities of the regional administrator. They include the following categories: Representing women's concerns within the Department of Labor at regional staff meetings and conferences and interpreting the programs of the Women's Bureau to departmental officials; monitoring the performance of outside contractors selected to undertake Bureau projects; administering the regional office, which includes advising the Director and the Deputy Director of the Bureau regarding important issues affecting women in the Bureau; supervising the management assistant secretary, our one staff person there; controlling the budget; carrying out Bureau policies and procedures; and encouraging the recruitment of minorities for any vacancies; and I might say there that I regard myself as highly successful in creating a vacancy in my once full-time job and recruiting a very effective minority woman to work with me; it upgraded the level of the office. So affirmative action was upward mobility for the office, not for my job-sharer.

But the real heart of the regional job is the rich interaction with women, individually and in groups or organizations, who have problems to solve related to employment, and training, and their economic status.

Since the Bureau is not well advertised, nor is it well funded, many women hear of it by accident, and those women are searching for help.

Until 1981, these small outposts—the regional offices—were given every encouragement to do their utmost to help the women who needed it most. This brings me to the subject of this panel, job sharing.

For many years, I was interested in sharing the position of regional administrator. When it became feasible to do so, upon the passage of the Federal Part-Time Career Act of 1978, I discussed the subject with the Bureau's Director, Alexis Herman. She recognized the proposal as a constructive way to expand services to women in region IX and authorized me to seek a partner experienced in the work of the Bureau.

I found that Gay Plair Cobb, who was serving as chief of the Division of Field Coordination and Special Projects here in the national office, was interested. Ms. Cobb had held a regional administrator's position in Atlanta, had coordinated the work of the regional offices from her national office position, and had lived in California for 7 years at an earlier date. Who could be more qualified to join in the work of the Bureau in region IX?

Just as Ms. Cobb arrived in the regional office in 1980, we received a major assignment to staff a major regional conference on the midyear of the International Women's Decade. This required us to plan the program, to obtain speakers and panelists, to provide the entertainment, and to conduct and generally supervise this conference, which was cosponsored by the Women's Bureau and the U.S. State Department.

The only financing for this massive undertaking, to which over 1,000 women came, was the authorization for Ms. Cobb and me to continue to work full time until the conference was concluded.

When we initiated the shared position, we established a schedule for each person to work 36 hours every other week, with an additional 4 hours on the off week to provide the necessary coordination and overlap. This arrangement proved very satisfactory and was in force for 3 years. An exception to it was the mandatory attendance for both of us at national executive staff meetings.

Our standing instructions, given to the management assistant-secretary, stated that either of us could be contacted by any constituent or colleague at any time if needed.

We kept the management assistant apprised of our schedules at all times, and we frequently called in to check for messages during the week out of the office.

Since all of our benefits, except health coverages, were dollar- or time-related, they could be pro rated easily. We each needed health coverage for ourselves and our husbands. So we arranged to split the percentage paid by the Government and had the remainder deducted from our salaries. So we ended up paying more for our health coverage, which is very valuable to us.

A number of specific benefits to the Women's Bureau and its clients arose from this alternative work pattern. One is providing a wider range of skills in a single job title. Two people sharing a position not only bring diverse talents to bear but also reinforce each other with complementary areas of expertise.

No. 2 is the greater flexibility of work scheduling. This can take a number of forms. In our case, an example could be my being detailed to Denver on a full-time basis for 2½ months to replace the administrator who had resigned, while Cobb took over all the duties of the San Francisco office.

So we were both working full time for a certain period of time while I was on detail to Denver. We would not have been free to do that, of course, if we had already been working full time.

While I was serving in Denver, I received the vacancy announcement listing both Denver and San Francisco as vacancies. Two weeks later, I received my RIF notice.

I've already commented on the advantages of a shared job as far as affirmative action is concerned. Other advantages include: a broader coverage of women's groups, organizations, and associations was made possible because the scope of contacts was almost doubled. Obviously, there was some overlapping—Gay and I do know a few of the same people—but not to any great extent.

Considerably more than half-time was devoted by each regional administrator to thinking, planning, and caring about the work of the Bureau and its clients.

In a professional position with a selection of diverse problems such as the Women's Bureau experiences, the persons involved continue in off hours to consider, weigh, and develop ideas about the projects, activities, and plans for the agency.

Another advantage was the frequent interactions between the two of us beyond the joint time scheduled weekly, which resulted in sharing ideas and judgments about programs and activities within our purview. This often generated better actions and programs than would have been the case in using only one viewpoint.

Since no one work pattern is ever perfect for all situations, I will mention some drawbacks.

The first is, in order to maintain professional relationships with our assigned constituents—individuals as well as organizations—we regularly received telephone calls during our off weeks about projects, programs, conferences, and meetings. Since these calls were not predictable, it was impossible to request prior authorization from the deputy director for additional time at the regular rate of pay. Thus, the service was contributed by each of us.

Another area was, since our constituent organizations normally set their meeting and conference schedules without reference to our off weeks—and I'm thinking particularly of my representation to the California Apprenticeship Council—we had to request this additional time from the deputy director.

However, some organizations we worked with did take our schedule into consideration and set their meetings at times when we were on duty and could attend without special approval.

From a personal point of view, the shared job arrangement resulted in a reduction of one-half of the previous salary, benefits, and retirement credits for each of us, and, in the case of Gay Cobb, she took a downgrade from a GS-15 in Washington, DC, to a GS-14 in San Francisco.

Some committees and branches of the Government, such as the Office of Personnel Management and the White House Committee on Private Initiatives, are currently promoting wider participation in the Federal Employees Career Part-time Act programs.

We feel that the job sharing arrangement was most satisfactory for the constituents of the Women's Bureau. They received service far beyond that which could be provided by a single person in the position.

However, with the kind of promotion of part-time jobs that is going on now, there must be safeguards built in to protect Federal employees who take it for granted that their employment rights cannot be abridged if they participate within the intent of the legislation.

Thank you, Mr. Chairman, for the opportunity to present this testimony. I will be happy to answer any questions you may have regarding any phase of our work, either now or after Gay Cobb presents her summary.

[The prepared statement of Ms. Mixer follows:]

TESTIMONY BY MADELINE H. MIXER TO THE SUBCOMMITTEE ON MANPOWER AND HOUSING, COMMITTEE ON GOVERNMENT OPERATIONS, U.S. HOUSE OF REPRESENTATIVES

July 26, 1984

I served as Regional Administrator of the Women's Bureau, U.S. Department of Labor in Region IX for 21 years until I was discharged on November 19,1983. During the last three years I shared this position with Ms. Gay Plair Cobb as a permanent assignment carrying out the intent of Congress under its legislation to encourage alternative work arrangements. Both Ms. Cobb and I were discharged under a management directive calling for a reduction in force (RIF) even though we shared only one position and were replaced by a single administrator. Since December, 1983 the replacement person has been on temporary detail with per diem at considerable cost above the shared job arrangement. In the Spring of 1984, a second professional position was added, thus increasing again the cost of Region IX's office rather than decreasing it.

The purpose of this testimony is to give an overview of this position, examples of projects and activities undertaken, and the history and nature of the job sharing arrangement along with benefits and drawbacks encountered.

I. OVERVIEW OF RESPONSIBILITIES AS REGIONAL ADMINISTRATOR FOR WOMEN'S BUREAU:

The responsibilities of the Regional Administrator for the Women's Bureau fall into four major categories:

1. Provide external support and liaison activity for and with women, individually and as groups or organizations, on matters of a) legislation affecting their status, b) working conditions, and c) employment and training opportunities. This is accomplished by a) distributing printed materials, b) making speeches to various groups and conferences, and c) networking with numerous women's groups.

2. Representing women's concerns within the Department of Labor at Regional meetings and conferences, and interpreting programs of the Women's Bureau to Department officials.

3. Monitoring the performance of outside contractors selected to undertake Bureau projects such as the following which were undertaken prior to our discharge: a) the Child Care Initiative through which an employer-sponsored child care center was opened; b) Apprenticeship Programs which opened opportunities for women to become apprentices; c) the highly successful Job Fair Initiative that informed women of employment opportunities and created a Talent Bank

which provided employers with qualifications of women for specific jobs (this project was rated one of the three best in the nation); d) establishment of a Job Training and Employment Readiness Program for Women in Prison; e) planning grant to establish a High Technology Resource Center to improve access of women to related employment and training opportunities; and f) the School-To-Work Initiative to encourage schools to conduct programs for young women to investigate and pursue non-traditional careers.

Region IX had more projects than any other region, including those with more staff. Just as important as the projects we have listed is the all day, every day clearinghouse function of a regional office. We must provide information and/or inspiration on all economic issues affecting women.

4. Managerial functions such as a) advising the Director and Deputy Director of the Bureau about important issues of a positive, controversial or adversarial nature affecting women and the Bureau, b) supervising the staff assistant and controlling the budget for the office, c) encouraging the recruitment of minorities for any vacancies, and d) carrying out Bureau policies and procedures.

These duties and responsibilities were carried out by two half-time regional administrators and one full-time management assistant/secretary with a budget of less than $100,000 exclusive of contract funds!

II. EXAMPLES OF PROJECTS AND ACTIVITIES UNDERTAKEN:

In the 1960s after the publication of the report of President Kennedy's Commission on the Status of Women, I worked intensively to help establish State Commissions on the Status of Women in thirteen States - some through legislation - most through executive orders of the Governors. For many women this was an initial experience in working at the State level to obtain the first mechanism to study how State laws and regulations, public policies, and private practices were affecting women as workers and citizens. This required the development and dissemination of a great deal of information, the co-sponsorship of conferences, workshops and meetings (mostly on weekends, nights, and holidays), and the introduction of networking with its many ramifications. Within a few years Commissions on Women were established in all fifty States with a great deal of help from the state and local Associations of Business and Professional Women.

By the 1970s local organizations of women, such as Advocates for Women, Equal Rights Advocates and numerous others, with a little funding from the Manpower Development and Training Act (later reincarnated as CETA), began to provide services sorely needed by individual women.

At that time it became more and more evident that several factors were contributing to the continuation of the inequitable earnings gap between full-time male and female workers. Included among these factors were.....

1. The stereotyping of large numbers of careers and jobs as appropriate only to one sex or the other.

2. The lack of training for female stereotyped jobs. Waitresses and retail clerks received no training; typists and stenographers had to obtain training at their own expense; and teachers and nurses had to finance their own college educations.

3. Women were still perceived as intermittent, fringe elements of the labor force, and little or no effort was made by society in general to help them obtain child care. Women needed this service to be able to work. They also needed alternative work arrangements so that they could work part-time to keep up with the developments in their chosen fields while caring for their children.

4. A woman with one or more children could not leave the welfare category even if she could eke out a living at the minimum wage because no benefits were attached. Without the health coverage, the most crucial of all benefits, she ran the risk of threatening the lives of her children.

These factors caused women's employment organizations, in conjunction with the San Francisco office of the Women's Bureau, to begin to focus on broadening the opportunities for women to obtain paid on-the-job training. Through the good offices of the Women's Bureau's network of woman-directed, CETA-funded projects located in towns and cities all over Northern California was formed.

These projects helped single mothers to assess their skills, capabilities, and interests; to find openings; to train for the employment interview; and to prevail by becoming, for example, the first woman forklift truck operator in a warehouse in Modesto. As the staff members of these projects began to meet periodically in San Francisco at the Women's Bureau office they not only learned from each other and improved their programs, but also they supported an effort by a wide variety of women and their organizations to help women reenter the apprenticeable trades from which they had been virtually excluded since 1945.

At the close of 1972 there were 76 women apprentices in California. They represented 0.2 % of the more than 35,000 apprentices and were in about 20 occupations. By the end of April, 1984 there were 2828 women apprentices in 169 trades. They represented 9.4% of the 30,164 apprentices currently in training; in addition, there are several thousand women who completed their training and have gone to work at journey level jobs. There are also thousands who were not able to complete their training but have gone to work in some blue collar, non-traditional fields, such as truck drivers, laborers, and telephone or utility workers. This revolution in the actions, and to some extent in the thinking, of the people who have hired these women is due to the concerted actions of women, in groups and individually, and to the continuity of interest of the Women's Bureau, principally in San Francisco but also in the late '70s in the national office. Currently, among the women apprentices there are 222 carpenters, 150 electricians, 65 steamfitters, 61 plumbers and 57 electronics technicians. Additionally, the California State Division of Apprenticeship Standards designed and negotiated new apprentice programs which resulted in women filling the following apprenticeships: 32 psychiatric technicians, 96 registered nurses, and 241 licensed vocational nurses in paid on-the-job training. This means that many women who held menial jobs in hospitals are able to continue to work to support their families while being trained for upwardly mobile positions in fields where their talents are needed. The importance of this movement cannot be overemphasized. Unfortunately, in many other states this improvement in the training of women is not continuing to happen.

III. HISTORY, NATURE, BENEFITS AND DRAWBACKS OF JOB SHARING ARRANGEMENT:

1. History:

For many years, I was interested in sharing the position of Regional Administrator. When it became feasible to do so upon the passage of the Federal Part-time Career Act of 1978, I discussed the subject with the Bureau's Director, Alexis Herman. She recognized the proposal as a constructive way to expand services to women in Region IX and authorized me to seek a partner experienced in the work of the Bureau. I found that Gay Plair Cobb who was serving as Chief of the Division of Field Coordination and Special Projects in the national office was interested. Ms. Cobb had held a regional administrator's position in Atlanta, had supervised the regional offices from her national office position and had lived in California for five years at an earlier date. Who could be more qualified to join in the work of the Bureau in Region IX ?

Just as Ms. Cobb arrived in the Regional Office in 1980, we received a major assignment to staff the Conference on the Mid Year of International Women's Decade. This required us to plan the program, obtain speakers and panelists, provide the entertainment and generally supervise this conference which was co-sponspored by the Bureau with the U.S. State Department. The only financing for this massive undertaking was the authorization for Ms. Cobb and me to continue to work full-time until the conference was concluded.

2. The nature of the arrangement:

When Ms. Cobb and I initiated the shared position, we established a schedule for each person to work 36 hours every other week with an additional four hours on the off week to provide the necessary coordination and overlap. This arrangement proved very satisfactory and was in force for three years. The only exception to it was the mandatory attendance for both of us at national executive staff meetings. Standing instructions given to our management assistant/secretary stated that either of us could be contacted by any constituent or colleague at any time if needed. We kept the management assistant/secretary apprised of our schedules at all times and we frequently called in to check for messages during the week out of the office.

Since all of our benefits, except health coverages, are dollar or time-related they could be prorated easily. We each needed health coverage for ourselves and our husbands, so we arranged to split the percentage paid by the government and had the remainder deducted from our salaries.

3. Benefits of the job sharing arrangement in the regional office.

A number of specific benefits to the Women's Bureau and its clients arose from this alternative work pattern:

a. A wider span of skills and abilities were available for the work because there were two people participating with different backgrounds, experiences and training.

b. A greater selection of skills and abilities could be allocated for the clients and groups served.

c. Broader coverage of women's groups, organizations and associations was made possible because the scope of contacts was almost doubled. Obviously, there was some overlapping, but not to any great extent.

d. Considerably more than half-time was devoted by each Regional Administrator to thinking, planning and caring about the work of the Bureau and its clients. In a professional position such as this, the persons involved continue in off hours to consider, weigh and develop ideas about the projects, activities and plans for the agency.

e. The frequent interactions between Ms. Cobb and me, beyond the joint time scheduled weekly, resulted in sharing ideas and judgements about programs and activities within our purview. This often generated better actions and programs than would have been the case in using only one viewpoint.

4. Drawbacks to the job sharing arrangement:

No one work pattern is ever perfect for all situations; some drawbacks did occur:

a. In order to maintain professional relationships with our assigned constituents, individuals as well as organizations, we regularly received telephone calls during our "off weeks" about projects, programs, conferences and meetings. Since these calls were not predictable, it was impossible to request prior authorization from the Deputy Director for additional time at the regular rate of pay; thus the service was "contributed" by each of us.

b. Since our constituent organizations normally set their meeting and conference schedules without reference to our "off weeks," we had to request this additional time from the Deputy Director. However, some organizations took our schedule into consideration and set their meetings at times when we were "on duty" and could attend without special approval.

c. From a personal point of view, the shared job arrangement resulted in a reduction of one-half of the previous salary, benefits and retirement credits for each of us.

d. To provide proper coordination a weekly overlap or joint time was scheduled a year in advance. This usually took place on Tuesday afternoons. The drawback was that each of us had to be in the office six out of ten days, and some of the time spent prevented working on projects and activities.

In summary, I feel that the job sharing arrangement was most satisfactory for the constituents of the Women's Bureau. They received service beyond that which could be provided by a single person in the position. Further testimony on this arrangement is being given Ms. Cobb, my job sharer.

Mr. **Frank**. Thank you, Ms. Mixer.

The bells have rung. We are going to vote. We will be back in about 15 minutes at which time we will proceed with Ms. Cobb. The subcommittee will be in recess.

[Recess taken.]

Mr. **Frank**. The hearing will reconvene.

When we recessed, we had just heard from Madeline Mixer, and we will now hear from Ms. Gay Plair Cobb.

Ms. Cobb, please proceed.

STATEMENT OF GAY PLAIR COBB, FORMER JOB-SHARING REGIONAL ADMINISTRATOR, WOMEN'S BUREAU, U.S. DEPARTMENT OF LABOR

Ms. **Cobb**. Thank you, Mr. Chairman and members of the committee.

I was hired in the Women's Bureau in 1974 as a program development specialist in the Atlanta regional office. In 1975 I was promoted to the position of regional administrator in that office. In 1978 I joined the national office staff as chief of the Division of Coordination and Special Projects.

Madeline Mixer has just described to you some of the benefits and some of the drawbacks of job sharing as we saw them as a result of our 3 years of experience with the issue.

I think it's also important for the committee to look at some of the specific programmatic accomplishments of our regional office during this period also, and I'd like to review that with you briefly.

In addition to the ongoing information clearinghouse and technical assistance that all regional offices provide all the time, all day, every day, really, our office was responsible for a number of special projects which we initiated, funded, and monitored.

These projects included a child care initiative which resulted in the establishment of an employer-sponsored child care center in Pasadena, CA; we conducted a successful job fair which informed women of employment opportunities in the bay area; and established an ongoing talent bank to which they could relate and get services.

We conducted various apprenticeship workshops throughout the region, which have resulted in increasing the number of women in registered apprenticeship programs; we conducted a job training and readiness program for women in the State prison in California, which is in Frontera; we were involved with the Women in Nontraditional Careers initiatives, which is a curriculum that we have encouraged school systems to adopt, and we did that, as Representative McNulty noted, in Arizona.

Our projects were highly rated, in terms of information that we have received, by the Bureau's own evaluation unit.

With respect to child care, I believe that our initiative was one of few in the country to meet the originally established goal, and that was to actually establish a child care center sponsored by an employer.

Our job fair talent bank, I believe, was rated as No. 3 in the Nation in terms of its effectiveness and its impact on women.

The other two projects that we received formal evaluations on included our prison project and our WINC project, and these reviews, according to information that we have received, were also favorable.

I think it's important to note that region IX had more special projects than most of the other regional offices in the country and that we accomplished these projects essentially with one-half of the staff that was available to the other regional offices.

Because of the heavy workload that we had and the understaffing, compared to other offices, it was necessary from time to time for us to work additional hours, for which we were compensated at the regular rate of pay, not on an overtime basis. This was done in each instance with the knowledge and approval of the national office.

In August 1983, at a staff meeting, we were informed that we would be RIF'ed due to a planned reorganization of our regional office. We were told that we were costing the agency too much, particularly in the area of travel, even though, to our knowledge, we have always stayed within budget or been underspent in our travel allocation.

Further, we view the concern about cost to be somewhat pretextural inasmuch we have heard earlier that the per diem cost associated with having an acting regional administrator in our office has certainly far, far exceeded our annual travel costs—perhaps the cost for 2 years of what our travel would be.

Next we were told that we were two very different people with different personalities and interests and that from their management perspective we were a "nightmare."

Finally, we were informed that job sharing was only an experiment in the Women's Bureau and that all experiments must come to an end at some point in time.

In subsequent communication to others who had requested an explanation of the decision to RIF us, the director wrote that:

> I have conducted an in-depth observation of the operation of that office, and after careful review over an extended period of time, I have determined that the effective management of that office will be more satisfactorily carried out through the establishment of a full-time regional administrator position.

If such an observation or review has taken place either before or subsequent to the RIF, neither of us has been informed of it. Rather, we have both been rated as fully successful in each of our performance evaluations, which indeed include measures of managerial effectiveness.

To this date, we have been given no consistent, official reason for our discharge. That, plus the fact that neither of us was offered the job on a full-time basis, after our numbers of years of experience in that agency, leads us to the conclusion that the RIF was not conducted to enable better service to constituents or to improve program or managerial effectiveness.

It is my belief that the RIF was conducted for reasons which were personal to us and inappropriate in the context of the Federal civil service system.

The past months have been deeply disturbing to us. Our careers, our incomes, and certainly our equilibriums have been jeopardized.

Beyond the personal costs, beyond job sharing, we and many other staff are equally concerned about some of the effectiveness issues in the Women's Bureau, which I would like to discuss very briefly.

While it is entirely appropriate for an incoming director to fashion a program according to her analysis of the problems facing working women, we find that the Bureau has moved away from the systemic analysis that leads toward Bureau involvement in policy formation within the Department of Labor.

An example of this is the failure of the Bureau to take a leadership role within the Department to assure that women's needs were addressed in the language of the Job Training Partnership Act, that is, while the act was being formulated by the Department of Labor.

To the extent that women's needs were addressed by the legislation, the efforts of women's and civil rights organizations must be credited.

There has been a similar lack of impact with respect to the proposed revised OFCCP regulations governing Federal contractors as well as in the area of occupational safety and health also monitored and seen to by the Department of Labor.

In conclusion, I want to say, I guess, the obvious thing, and it's been said earlier. Working women need the Women's Bureau. We are hopeful, really, that today's hearing will contribute to healthy dialogue and debate, the kind which historically has characterized the Women's Bureau's approach to developing and implementing constructive policies and programs.

Thank you very much.

[The prepared statement of Ms. Cobb follows:]

TESTIMONY OF GAY PLAIR COBB

OVERSIGHT HEARING ON THE WOMEN'S BUREAU
MANPOWER AND HOUSING SUBCOMMITTEE
COMMITTEE ON GOVERNMENT OPERATIONS
U.S. HOUSE OF REPRESENTATIVES
JULY 26, 1984

As the only federal agency with the exclusive mandate of improving the status of working women, the Women's Bureau ,U.S. Dept. of Labor, functions as advocate, advisor, stimulator, monitor, catalyst and clearinghouse. It has been on the forefront of change, and sometimes the target of those who have resisted notions of equality and full participation of women in society. I am hopeful that this subcommittee's scrutiny of the agency, will not fuel the motives of those who do not support its mission, but rather serve to restore the agency to its important Congressionally-mandated function and expand its effectiveness in serving women in need.

I. BACKGROUND

I was hired by the Women's Bureau in 1974 as a Program Development Specialist in the Atlanta Regional Office. In 1975, I was promoted to the position of Regional Administrator and in 1978 to Chief of the Division of Coordination and Special Projects in the National Office.

In 1981, after passage of the Federal Employee Part-time Career Act, Madeline Mixer, the Regional Administrator of the San Francisco Office and I proposed to share her position. Our desire to embark upon this arrangement was greeted with enthusiasm by Women's Bureau leadership; it represented a way of "practicing what you preach", inasmuch as our agency had advocated for alternative work patterns in the public and private sectors for many years. In November 1983, we were RIFed by the Women's Bureau Director, who cited increased costs and her interest in providing better service to constituents as reasons for ending the job sharing "experiment".

The testimony of Madeline Mixer will address specifically the rationale, and experiences of the job sharing arrangement. It should be noted here, however, that the San Francisco Regional Office successfully provided traditional technical assistance and support services to constituents and developed special initiatives for women in the areas of : apprenticeship and non-traditional employment, employer-supported child care, non-traditional training for women in prison, job fair/talent bank,, training for women's organizations on the Job Training Partnership Act, training for educators on the agency's Women in Non-Traditional Careers (WINC) curriculum. In short, the existence of job sharing make it possible for our office to accomplish more program activity with one half of the staff than most of the other regional offices in the country. Hence, job-sharing was decidedly cost effective for the agency and for the taxpayers.

My testimony will focus on the following issues identified in your invitation of June 15, 1984: changes in the nature of Regional Administrator function since 1981 as evidenced by current program priorities and limitation or expansion of autonomy and flexibility. In addition, I will address the issues of agency effectiveness and management style which I believe are relevant to the scope of this subcommittee inquiry.

II. PROGRAM PRIORITIES

Since 1920, the Women's Bureau has in varying but philosophically consistent ways sought to fulfill its Congressional mandate "to improve the welfare of wage earning women and advance their opportunities for profitable employment...." During my tenure in the agency (1974-1983), program priorities evolved from the underlying reality of women's poverty and declining economic status, now popularly referred to as the feminization of poverty. While this phenomenon is given lip service by the agency's current leadership, the resultant programs and emphases belie any real comprehension of the systemic approach required to address the underlying causes of this poverty. An example of this is the failure of the Bureau to take a leadership role within the Department of Labor to assure that women's needs were addressed in the formulation of the Job Training Partnership Act. To the extent that women's needs were highlighted by the legislation, the efforts of women's and civil rights organizations must be credited. Similarly, the Department's proposed revisions of Executive Order 11246 affecting affirmative action requirements for federal contracts saw little, if any, input from the Women's Bureau. It is important to note that for a number of years the Department of Labor has promulgated Secretary's Orders which mandate an oversight role for the Women's Bureau in the development of all programs and policies in terms of assessing their impact upon women.

It is entirely appropriate for an incoming Women's Bureau director to fashion a program according to her analysis of the needs and issues facing working women; the current director, while expressing early, if not immediate, interest in moving away from the programs and priorities of the past, has failed to articulate to staff a coherent program based upon her own problem analysis. The agency's own statement of goals and objectives for the current fiscal year which began October 1, 1983 was not issued in final form to staff until June 1984, three months before the end of the year. National program initiatives, their funding levels and contractors hired to carry them out are often closely-held secrets even when the implementing activities are scheduled to take place in regional cities. These practices contribute to the high level of staff frustration at trying to discern, with very little information, a coordinated national-regional strategy for serving the agency's constituents.

Significant policy and legislative issues of great concern to those involved in improving women's economic status include pay equity/comparable worth and the Equal Rights Amendment. Neither issue is mentioned on the goals and objectives listing for the current fiscal year, nor is staff involvement encouraged in developing or disseminating information in these areas. In fact, under this director's tenure, Regional Office staff was directed to destroy the publication which mentioned the Equal Rights Amendment as a focus of agency concern. Further in an interview with the Bureau of National Affairs, the Director is quoted as having "no position" on the ERA, and as saying that "it is too early to tell what all this comparable worth is all about".

Historically, the public has looked to the Bureau to provide publications concerning women's economic and legal status. Since 1981, while some publications have been updated, few new ones have been developed. Numerous publications are not currently available through many regional offices because supplies have been depleted and not replenished. The centerpiece of the Bureau's economic data issuances, the Handbook on Women Workers, due to be published in 1981, is still not available. Similarly, programs aids developed under contract in FY 81 and 82 to support major program initiatives in the regions (i.e. training in JTPA and the WINC curriculum) have still not been released in final form for use by regional staff.

With the exception of the JTPA training conferences, programs initiated at the national office level seem to be small, invitational meetings for "experts" in a particular field, or for corporate representatives, rather than the broad-based constituency information and education efforts of the past. Regional Administrators are not necessarily involved or even invited to these meetings even though they may take place in the city where a regional office is located. To my knowledge, ~~providing for~~ proceedings from/these efforts have not been been made available to staff, policy makers or the public. The public, accustomed to working closely with regional staff is,at best,puzzled about the diminished role of the Regional Administrator; at worst, the agency appears as a house divided against itself.

III. AUTONOMY AND FLEXIBILITY

As a small agency, traditionally understaffed and without sufficient fiscal resources to address the serious problems working women face, the Women's Bureau staff relied upon a high degree of flexibility an autonomy in assessing constituent needs and formulating strategies to meet these needs. The current administration of the agency has imposed a highly centralized decision-making structure which affects both programmatic efforts and minute administrative details. The following activities require specific approval from the Office of the Director:

> travel within the region, all printed material related to regional events including flyers, posters or other promotional material; attendance at conferences sponsored by other organizations, if travel or flexible work hours are required to attend; clearance of speeches and presentations made by staff; press interviews; meetings with international visitors in the regional cities; all personnel decisions affecting subordinate staff such as the development of position descriptions, performance standards and appraisals as well as the granting of overtime/compensatory time requests. Copies of all staff time cards and travel vouchers and all financial documents must also be routinely forwarded to the National Office even though the audit responsibility for these rests with DOL's regional Office of Administration and Management.

The net result of this centralization of authority is two-fold: Regional Administrators, not able to perform with the degree of autonomy normally appropriate to a regional management position, feel their grade level (GM-14) to be in jeopardy; and the paperwork bottleneck created in the Office of Director impedes efficiency, program effectiveness, professional credibility.

These circumstances are mitigated somewhat by the unusual dedication of the agency's career civil servants, who, taking the Women's Bureau mandate seriously, continue to involve, empower and respond to constituents needs and concerns -- frequently walking a tightrope between rationality and restrictions.

IV. AGENCY EFFECTIVENESS

Many of the problems discussed above have an obvious impact on the ability of the Women's Bureau to fulfill its mandate. In addition, staff are constrained by the following policy and administrative decisions:

-- Discouragement of flexible working hours and compensatory time, staff is admonished not to work evenings, or weekends, except by prior arrangement with the Office of the Director. This policy effectively prevents staff involvement and influence in organizations and activities serving working women, the vast majority of whom are not at liberty to attend meetings during the workday. Incredibly, Regional Administrators were advised to use their influence to get women's groups to conform their schedules to our 8:30 a.m. - 5:00 p.m. model, since "that's when men meet".

-- Collaboration with other agencies or organizations in co-sponsoring of events has been severely restricted due to the insistence on the Bureau having substantial control over program, speakers, scheduling and other logistical matters. Thus the resources represented by the potential co-sponsors, as well as the opportunity to have wider impact are lost. Additionally, Regional Administrators were told that it is illegal to use franked envelopes to mail unsolicited information or materials about co-sponsored events. This appears to be a zealously narrow interpretation of federal franking regulations, in light of the latitude exercised by other federal agencies in this regard.

-- The participation of Women's Bureau staff in conferences sponsored by other organizations is generally discouraged and prohibited for weekends and evenings unless one is a featured speaker. Thus opportunities for informal networking, needs assessment, strategy development and broadening services to constituents are lost.

V. MANAGEMENT STYLE

To the extent that the prevailing management style maximizes staff effort, achievement and contribution to the effectiveness of the organization — or fails to -- it is worthy of comment. Under the guise of "management improvement", the current director has effected an atmosphere which discourages the kind of discussion, debate, and the free exchange of ideas associated with previous administrations and integral to the development of creative approaches to carrying out the work of the agency. The not-so-subtle message from management is that one's career survival is predicated upon unquestioning acceptance of national office directives. Attempts at discussion are interpreted as insubordination.

Distrust of staff is evidenced by the withholding and guarding of basic information concerning budget and personnel allocations, special projects administered by the national office and their fiscal impact, the selection of contractors, and expressed public and congressional concern about agency operations. Attempts at intimidation of staff are not infrequent. Two high-performing Regional Administrators were ordered without explanation to Washington to be told that they had attitude problems. Once chastised, they were sent back home — a curious use of the limited travel resources of the agency.

Since 1981, there has been increasing absorbtion with the notions of staff loyalty and ability to function as "team players." The latter quality is the subject of a critical performance measure for Regional Administrators, but without objective standards for measurement of this trait, the potential for management abuse is great. After my RIF, in a discussion concerning my candidacy for the the Regional Administrator position on a full-time basis, the Director stated that she demanded loyalty of her staff and that she viewed me as disloyal because: 1) I did not support her decision to abolish job sharing (and, incidentally, my job!); and 2) a year earlier I submitted, at the request of a former employee's attorney, a factual statement to the Merit Systems Protection Board to appeal her/(the employee's) firing by the Director. The Director indicated that these factors would negatively affect my chances to secure the position on a full-time basis. In another interview, my views on program priorities and meeting the needs of constituents evoked little, if any, response, while my notions about team playing were carefully scrutinized and ultimately rejected as incompatible with this Director's philosophy.

Merit pay decisions for regional staff are based upon meeting specific performance standards agreed upon, in writing, at the beginning of the fiscal year by the Regional Administrator and her supervisor. For the last three years however final performance standards have not been issued to Regional Administrators until very late in the rating period. (In fiscal year 1983, I received my performance standards two weeks before the end of the year.) Consequently, in the absence of clear and timely expectations about performance, there is considerable confusion and anxiety related to professional esteem and financial reward. Since 1981, six Regional Administrators have left the agency with another departure scheduled within the year. This is an unprecedented turnover rate. Each departing person has expressed to colleagues fundamental philosophical differences with both the substance and style of the current leadership in the agency.

In my view and in the view of most staff, the recent shifts in priorities, the complete centralization of authority and demoralizing management practices are antithetical to the Congressional-mandate of the Women's Bureau. I am hopeful that this hearing will contribute to the likelihood that the agency will be put on course again, and that the creative, proactive and responsive work of past decades will continue.

Mr. **Frank**. Thank you, Ms. Cobb.

We will now have questions.

Mr. McKernan.

Mr. **McKernan**. Thank you, Mr. Chairman.

I'd like to get into the job-sharing aspect in a minute, but first I'd just like to talk about the way the San Francisco office operates.

Did you change any of the services that you were providing, or any of the research or symposia that you might have been doing, from 1980 through 1983?

Have you seen much of a change in the way that office operated under your management from the Carter administration to the Reagan administration?

Ms. **Mixer**. I think we have seen substantial difference in the encouragement to deal with what we call programs. My personal experience was that in the course of a meeting with the director and deputy director in which I was told that I would be RIF'd, this was a great surprise to me, and I started to talk about the need for two people to share this job, because there was so much to be done, and the director said to me, "Oh, you people are always talking about programs. Don't you understand that we are talking about administering this office?" and I can't quote her any further because it was such a shock to me; I don't recall the specific words. But that's the feeling that I've gotten.

Previous to this time, up until 1981—and I have served under five directors, both in Republican and Democratic administrations—each of our directors was open to the great number of problems experienced by women who are either in the work force now, or who need to be, or expect to be at some time, and there is no limit to those problems.

The whole attitude of the Bureau was to do the most we could. We knew we could not solve all their problems, but we did know that by working with people intensively we could help—and I think that this is our experience in the apprenticeship field.

I've put in my written testimony what has actually happened about apprenticeship in California, which is, in 12 years there has been a revolution. Women have increased from 0.2 percent of those trained in apprenticeship to 9.4 percent, and that represents thousands of women who have completed their training, who are now working in fields where they are getting decent wages as well as benefits, and thousands of other women who have been encouraged to work in similar nontraditional blue-collar fields.

It is working in California. It is only working because, in conjunction with women's organizations there, we simply refused to take no for an answer; we just kept on keeping on; and that is how the Women's Bureau has done so many things that they have done, in my experience, in the last 20 years.

I'm sorry it's long-winded.

Mr. **McKernan**. Well, that's OK, but I'm not sure you answered my question. That's my problem.

What I'm looking for, I guess, is not so much the job sharing which, as I said, I want to get into in a minute, but I think there are other witnesses who are going to talk about how the Women's Bureau may have changed in the last 3 years.

You, I gather, were Director of the San Francisco region, as you said, under a number of Presidents, and I wonder how you view your job as having changed and the services that you were providing in the San Francisco office from the Carter administration, in particular, to this current administration.

Are there any changes in the services that you have been providing? Do they have more or fewer employees? I mean how has that really worked in the field?

Ms. MIXER. I think that one of the changes was that there was much more emphasis on staying in the office, not going out and working with people, not being available for meetings or allowed to go to meetings, conferences, and workshops.

For example, most working women meet—and those who aspire to work—meet evenings and weekends and holidays, and that's the kind of work schedule I had had for the 20 years between 1962 and 1981.

I think Gay has something to add to that.

Ms. COBB. I think that's an important issue. Because of the breadth of the mandate of the agency and because of our traditional understaffing and the feeling that we, you know, don't have enough resources to operate—and that's still the case—the need for flexibility, particularly in the regional offices, has been very great.

I think one of the changes in terms of how we are operating—or how we did operate—is related to the diminution of flexibility afforded to the regional administrator position that relates, as Madeline indicated, to such things as a discouragement of working weekends or evenings, and that kind of thing.

Mr. MCKERNAN. Why was that discouraging? Because they didn't want to pay you for the extra time, or——

Ms. COBB. There has been an issue related to comp time, which I, very honestly, have never understood in its entirety. The management views it as a budget issue. That is, if you work in the evening and at some subsequent point in time take off 2 or 3 hours to compensate for that work, that that becomes a budget issue. I have never understood it as a budget issue.

But we clearly have been discouraged from working evenings, from working weekends. We were told at one point to use the influence of our office to get working women's organizations, or the organizations we were dealing with, to meet during 8:30 to 5:00. That's the kind of flexibility, I think, that has been greatly diminished in recent years.

Mr. MCKERNAN. Let's talk a little bit about job sharing. First of all, I think one of you said that it was for some personal reasons that you think may have caused the RIF, as opposed to the fact that you didn't think that the Bureau was saying it just wasn't being managed efficiently. Is that anything you want to discuss here in this forum?

Ms. MIXER. Well, I think that my job sharer said that, because we can find no substantial reason for ending the job sharing—in effect removing, discharging, firing two Federal civil service officials, and replacing them with a temporary person who has no experience in the field. Our constituents that we have talked to feel the same way. They are shocked at this kind of treatment.

So we are still trying to find out the true reason. We do not feel that it was the expense, and I think that there are probably supporting documents available from the Women's Bureau that show that our travel was not the highest, and I think, as Ms. Cobb said, we came in at or below our allotted travel obligation or what was provided us in our budget.

Mr. McKERNAN. Did you ever receive any indication prior to the RIF that this was coming, that there were some problems in the management of that office, and that they were concerned in Washington about the manner in which the office was being conducted with the job sharing?

Ms. COBB. We received, I think, almost from the beginning of the current leadership in the agency, the sense that they were not satified with job sharing, that it was not workable. The statement was made to us repeatedly that it was not workable at the management level.

We attempted on many, many occasions to get specific information, specific analysis, so that we indeed could address whatever the perceived shortcomings were.

We were unsuccessful in getting that kind of a review, in getting the agency to—I don't think we've even had an on-site review of our operations, at least not while we were there.

It was a very frustrating experience to be told, and the intimation was that we were not doing something correctly, and it was because we were job sharing, but we were never able to get specific information as to what in fact was the problem.

At one point we were told, "Well, you have certain projects, and Madeline has other projects, and that creates a problem for us in terms of getting information when we need it."

We recognized that that could be a legitimate management concern. We addressed that problem. We wrote a memo. We said that we would each take full responsibility for all of the regional projects in the office. That memo was never responded to, and it was as if we had not addressed the issue.

Ms. MIXER. Just to substantiate that, I attended a national executive staff meeting. Ms. Cobb was ill. I was able to report on all of the projects being covered by our office. I received no negative comments at that time.

I attended the small workshops and meetings that she would have attended with regard to the projects, and so far as I know, that was a successful situation.

If only one of us had been the regional administrator at that point, there would not have been anyone representing our office at the national executive staff meetings.

Mr. McKERNAN. Unless it had been you.

Ms. MIXER. Well, if there were just one of us and the person was ill.

Mr. McKERNAN. I know, but the point is, you weren't ill; right? I understand what you are saying, and I think that there are a lot of benefits, but let me just clarify one thing. It is my understanding that one of you at least, if not both of you, were told that the bureau was willing to try to work out a job sharing arrangement at a position other than the regional administrator position. Is that substantially correct?

Ms. **Cobb**. I think about 5 days before the RIF was to become effective, we received a phone call saying that—I think as a result of the national office having heard some expression of concern about this decision—that they were willing to experiment again with job sharing at a lower level position in the office and that they would bring in someone to supervise us, who would then make the decision about whether job sharing could work in the regional office.

We, indeed, thought about this proposal that had been made to us and rejected it. We rejected it on professional grounds. We rejected it because it would take us out of the management category, where we had been for a number of years. We rejected it because it seemed nonsensical to us, in addition to the fact that we did not have another position in our regional office. There was never any position assigned to us, as I indicated earlier.

We had been asking for such a position, and had always been denied that position, because we felt we needed more support—more staff support. But we never were successful in obtaining such a slot for our office. So needless to say, we were somewhat suspicious of the offer that had been made.

In addition to this, in personnel terminology, "offer" has a very specific meaning, and the Department of Labor has certified that no offer was made to us—no legitimate offer. But the discussion did take place; that is correct.

Mr. **McKernan**. For whatever reason, you decided not to pursue even discussing that alternative. Is that a fair characterization?

Ms. **Cobb**. We did discuss it with them, yes.

Mr. **McKernan**. But you ultimately rejected it before it went any further than just an inquiry on their part about whether you would be interested in it.

Ms. **Cobb**. That's correct.

Mr. **McKernan**. You will be able to tell who the junior Member is here when I leave to go vote on this quorum call. The chairman is not going to bother to go vote. It is one of those things that those of us who haven't been here very long get nervous about.

Mr. **Frank**. I do roll calls; I don't do quorums.

Mr. **McKernan**. The question, though, that I think I'd like to just explore is——

Mrs. **Boxer**. It's a notice quorum.

Mr. **McKernan**. Neither of us will go then. That will give us more time to get your opinions on this, which I think is the major issue here, and that is, is there ever a job, be it management or otherwise, for which job sharing just won't work?

I'd like to just get your opinions on that, because I think we are going to explore that with Dr. Alexander. I think as we try to find a way to have a more flexible work schedule for a society that is changing and becoming so much more complex with competing demands on people's times—is there ever a time when the person who is ultimately responsible for the hiring and firing can say, "Gee, this just isn't working because of the demands on the job, and job sharing just isn't appropriate for this particular job"? If you would just give us any thoughts on that from your experience over the last 3 years.

Ms. **Mixer**. As a board member of New Ways To Work, which has been the foremost exponent. It's a nonprofit organization in

San Francisco; it's known nationally and internationally working in this field, and I'm sorry I didn't bring with me, though I believe it's in their testimony—they have a number of positions named there that are job-sharing positions.

Interestingly enough, in the San Francisco Bay area, there is a very successful real estate financial management company that has two presidents, job sharing the presidency. I haven't been able to get a hold of them yet to find out whether they are both working full-time, but they share the same title.

It's my belief that it's a matter of attitude, a matter of whether you believe in it, whether you think it can work, whether you can see the advantages involved. I saw very well the advantages involved, because I was so concerned about women in region IX.

It sounds corny, but it's the truth. I wanted more help; I wanted more brain power, more voice power, more foot power, and I had no way of getting another professional position assigned to my office. I had only my own job and to create a vacancy in part of it and recruit a person to do the other part of it.

So I believed in it; I still believe in it, even though I've had some unfortunate experience. I believe that it should be adopted; I believe it will be adopted, and perhaps we are just a little ahead of our time.

Ms. **Cobb**. I think Madeline may have referred earlier to the recent Office of Personnel Management issuance that has gone to Federal agencies. It's a new chapter in their management document, which I think for the first time talks about job sharing as a means of promoting workers' interest in the Federal career service.

So I think even the Office of Personnel Management—I don't mean that to be derogatory, but the government itself is recognizing that it is a legitimate concept.

As a matter of fact, over the years that we have been doing this, we have been in touch with the Office of Personnel Management. They have a specialist assigned to job sharing who has been very interested in our experience in San Francisco. We understood that they were getting ready, in fact, to document our situation as a case history which could be disseminated as a model to other Federal agencies.

So when this person learned that we were being RIFed, he, too, was quite astonished at the decision.

To answer your question on job sharing generally, I think there is an increasing body of knowledge which does indicate the appropriateness of job sharing as a form of work at all levels.

Representative Schroeder, in an earlier communication to the Women's Bureau, sent some documentation and reading matter related to this. Madeline mentioned the real estate company in San Francisco. There is also the presidency of a college in San Francisco that is a shared job, as well as many other high level positions.

We have not at this point been able to identify, at least in our review of the state of the art, any positions that are inappropriate for job sharing.

Mr. **McKernan**. Thank you. I have no further questions.

Mr. **Frank**. Thank you.

Let me ask first Ms. Cobb and Ms. Mixer—Ms. Cobb, you went to work in the Women's Bureau in 1974. So you were there for 10 years; Ms. Mixer, you for 20 years; so that both of you have served under several administrators and under several administrations, both Democratic and Republican.

Ms. Cobb, I notice you went to work during a Republican administration; Ms. Mixer, you went to work during a Democratic administration, if I do my arithmetic correctly.

I raise that because we have received a lot of mail here, much of it identically worded, some of it a little varied, raising questions in some ways about why we were looking at this right now. It's part of our oversight responsibility.

There does seem to me, from what I've heard here, to be more criticism of the operation of the Women's Bureau from the standpoint of its mandate now than previously. Given your perspectives, does that seem accurate to you? And I'd ask Mrs. Boxer if she has any comments on this.

I mean, it does seem to me that there is more question about the ability within this administrative framework of the Women's Bureau to carry out its function recently than there had been during prior periods. There's an element of controversy here that doesn't seem to have been present in previous administrative turnovers. I'm wondering if that is accurate.

Ms. Cobb?

Ms. Cobb. Yes. As I mentioned earlier, certainly the level of flexibility afforded to regional managers has greatly reduced the ability of regional offices to respond in an immediate way to perceived needs of constituents.

Mr. Frank. And you have got 10 years experience with regional work as a regional administrator and as someone working with the regional administrators.

Ms. Cobb. In the regional and national offices, yes.

Mr. Frank. And you cite here, I think, on page 7 of your testimony, "The following activities require specific approval from the Office of the Director: travel within the region, all printed material related to regional events . . . attendance at conferences if travel or flexible work hours are required to attend," and as I understand what you were saying, if you wanted to take 2 hours off during the day to attend a meeting in the evening, with no extra compensation, that was something that was discouraged by the director; is that correct?

Ms. Cobb. It's something that required specific approval from the Office of the Director.

Mr. Frank. And you suggest that it was discouraged and that you were told instead that you should persuade these people to meet during our working day rather than in the evening.

Ms. Cobb. That's correct.

Mr. Frank. So every time you wanted to attend a meeting other than 8:30 to 5, you had to get specific permission from the director?

Ms. Cobb. Pretty much, unless we just did it, which I'm sure happens. I know I just did it sometimes.

Mr. Frank. But the rule said you were supposed to ask the director.

Ms. Cobb. Yes. I was in violation, in those instances, of the rule.

Mr. **Frank**. For clearance of speeches and presentations, press interviews—any time you were going to meet with the press, you had to check that with the director?

Ms. **Cobb**. Yes.

Mr. **Frank**. I could see why you would need an extra person just to check with the director while the rest of you were doing your job.

Was there a substantive problem here as well? The degree of flexibility, you said, was very different. Some people suggested that there was some difference in orientation—in some of the work you had done with some of the women's groups.

Women's groups, particularly recently—understandably, in my judgment; others may differ; but as a matter of fact, a number of women's groups have been somewhat angry, have represented viewpoints of those who felt that the established order, whether it was governmental, or business, or in some cases organized labor, had not been fully responsive to women's needs; and many of the women's groups that I'm familiar with have, as I said, quite understandably in my view, taken something of an adversarial approach toward society. Sometimes they have been angry, they have been critical, I think generally with good results.

Was there some sense that they didn't want you to be as facilitating or cooperative to some of these groups that were perhaps going to be somewhat angry or express viewpoints that might be critical of the administration in power? My guess is they had expressed viewpoints critical of every administration that has been in power. Was there any element of that?

Ms. **Mixer**. I believe that one of the most serious problems—and this speaks to both of the last two questions you raised—was the discouragement of cosponsoring of conferences, workshops, consultations, meetings, whatever, with our constituents, with different kinds of groups.

There was at one time a statement that you could not cosponsor a meeting with a particular group, that you had to have everyone there. Well, I think that sometimes that works out and sometimes it doesn't.

Mr. **Frank**. In other words, you were told, as I remember the testimony, that meetings that would be just for minority women or just for union working women—that those were not permissible—that you couldn't have one just for minority women.

Ms. **Mixer**. Yes. This was particularly experienced in the Denver region, where I had some experience myself last summer, because our Denver office had arranged to cosponsor a number of different conferences, bringing women together, letting them get some materials, some very important kinds of feel for the problems they were dealing with, and our former Denver regional administrator had to cancel out the cosponsorship of the Women's Bureau of those particular conferences.

I believe that she has sent in some testimony, and so more of the details are available.

Mr. **Frank**. If there is no objection, I will insert in the record at this point the statement of Lynn Brown, formerly regional administrator in region VIII, covering Colorado, Wyoming, Utah, Montana, North Dakota, and South Dakota.

She says, "They did not approve of our sponsoring a conference"—"they" being the national office—"for black women, Hispanic women, working women, or business women. It was necessary to serve all women and men. I said that over the period of the year, with a variety of approaches, we were serving all women while focusing on the needs of particular disadvantaged women."

So there was an objection to some of those specifics, and that will be put into the record.

[The prepared statement of Ms. Brown follows:]

6865 Newland St.
Arvada, Colorado 80003
July 8, 1984

Congressman Barney Frank
Subcommittee on Manpower and Housing
Room B 349A
Rayburn House Office Building
Washington, D.C. 20515

Dear Honorable Congressman Frank,

My name is Lynn Brown, I live at 6865 Newland St., Arvada, Colorado. I am presently the Executive Director, YWCA of Metropolitan Denver. From August 1977 to July 1983 I was the Regional Administrator, Women's Bureau, U.S. Dept. of Labor in Region VIII. Region VIII covers the states of Colorado, Wyoming, Utah, Montana, North and South Dakota.

I decided in July, 1983, to leave the Women's Bureau for a new position because I felt that over the preceding year the management of the Women's Bureau was leading the Bureau in the direction of not fulfilling its Congressional mandate. The majority of the projects on which I was working were stopped and the message I received was that primarily the only service to be provided was technical assistance services, for example providing statistics and brochures (although these were not updated and our supply had run out in many cases).

In 1982, I was one of the two Regional Administrators to receive an outstanding rating. I received a highly effective the year before. The year I received the outstanding rating my workplan called for conducting conferences for all types of women on a variety of subjects. I determined my workplan based upon objectives set in Washington, D.C. My plan was then approved.

In 1983 I proceeded to use the same mechanisms (conducting conferences) in order to carry out the mandate of the Women's Bureau. Around March 1983 I was told I would have to cancel all Women's Bureau participation in the conferences for a variety of reasons. The first day I was told to withdraw I was given the following reasons. (1) I was not to conduct conferences for only one type of woman. They did not approve of our sponsoring a conference for black women, hispanic women, working women or business women. It was necessary to serve all women and men. I said that over the period of the year with the variety of approaches we were serving all women while focusing on the special needs of particularly disadvantaged women. (2) We could not mail any notices of the conference taking place because it would violate the franking laws. Of course, if no one knows you are having a conference, you do not have very many people who come. (The Small Business Administration mailed the conference brochures for the Women and Business Conference instead of the Women's Bureau.) By the next day, the national office called me back to tell me that they couldn't have people register for a conference because collecting their names and addresses violated the

Paperwork Reduction Act. (The regulations, as I read them, exempted conference registrations.) They were also concerned that we were charging for the conferences. In some cases the cost of the conferences covered food which the Department couldn't pay.

In 1982 we were told that we should not work on Saturdays and that any work on Saturday required the special approval from the Deputy Director to use compensation time. The Regional Administrators tried to explain to the Deputy Director and the Director that many of the women we served were women working in the workforce with very little flexibility for meetings during the work week and needed to have meetings on Saturday. We were told that it was time for these women to demand time from their jobs for any meetings or events connected with the Women's Bureau.

I was also concerned with the shift of Regional Administrator authority to the national office in Washington. For example, all comp time for all my staff had to be approved by the Deputy Director, all staff position descriptions had to be approved by the national office, and all staff time cards had to be send to Washington. When the Director visited the region, I told her I was concerned that the position could be reclassified to a GS-11 (it was a GS-14). She told me that if she had the authority she also needed to have the responsibility and could not delegate.

During 1983 I was given no new directions or suggested means for carrying out the mandate of the Women's Bureau. My performance standards for 1983 only called for 3 job fairs to be conducted, one child care system in place in a company, providing technical assistance to apprenticeship mechanisms set in place during the last administration, and to promote Technical Assistance Guides for employment programs. Unfortunately the job fairs were difficult to carry out with the restrictions placed on conferences. It seemed a very small do nothing job for the position compared to previous years under Alexis Herman as director.

In July 1983 I resigned to accept the position at the YWCA. As I am personally committed to women achieving economic equality, it was important for me to be in a position where I could assist individual women and women's organizations.

Sincerely,

Lynn Brown

Lynn Brown

Ms. **Mixer**. I would like to also say that because there was no budget for the regional offices to put on any kind of meeting, about the only thing that we were able to do for our constituency—and I did this with a group of women's nonprofit organizations that were working with the CETA program on recruiting women into nontraditional jobs—they asked me to set up a network in northern California, and I said, "I don't have anything to set up any network with," and they said, "Well, you have an office, and you have the capability of communicating with us, sending out a memo when there is going to be a meeting," and so I did that, and it became a very viable group, and it turned eventually into an organization called Tradeswomen, Inc.

Mr. **Frank**. Ms. Cobb, did you want to add anything to that? If you want to question-share, that's perfectly OK here.

Ms. **Cobb**. You mentioned, I think, an interesting point, and that is that traditionally the Bureau, in my experience and Madeline's, I guess, has played a role, sometimes of an outsider, always as a conscience, I think, in the Department of Labor certainly, and at times that has involved the need to be critical of departmental policies, to forcefully advocate for the needs of women, and I think there has been some diminution of that sense of the role of the Bureau.

There is quite a bit of emphasis, as expressed, I guess, in our performance evaluations, on the need to be part of a team, to be a team player.

Mr. **Frank**. Is that a new part of the performance evaluation under the current administration?

Ms. **Cobb**. Yes.

Mr. **Frank**. Team playerism is a standard that came with the new administration?

Ms. **Cobb**. Yes.

Mr. **Frank**. And quite a lot of emphasis was placed with regard to your performance evaluations on your being a team player?

Ms. **Cobb**. It was a critical element to function as part of the Women's Bureau team or whatever.

Mr. **Frank**. Some people have argued that women have been disadvantaged in our society because they have been excluded from team sports and haven't learned other things. Is this an effort to overcome that form of cultural deprivation, do you think?

Ms. **Cobb**. We found a certain level of difficulty in our own ability to get on the team.

Mr. **Frank**. They say no cocaptains, Ms. Mixer pointed out, I'd like the record to show.

Let me say, because we have, I think, a live quorum now, and members may want to go—I just want to see if we can summarize.

I want to make it clear—and I am very grateful for your being here—you both have experience that spans several administrations, both Democratic and Republican, with different styles. I take it, throughout, the Women's Bureau has been an advocacy agency. It's a small Bureau; it hasn't been an operational Bureau. I take it, not only do we have what seems to me a great hostility to job sharing and perhaps their view is that job sharing is for the less important jobs but that job sharing shouldn't go here. It sounds to me like there were great advantages to the job sharing. The Government clearly seems to me to have been getting quite a lot more than its money's worth, because both of you were, as you have suggested, doing a lot of thinking and interacting at other times.

But in addition, it does seem, by the restriction on cosponsorship and by this new criterion of being a team player, there was a reduction in your ability to function in the advocacy role and a reduction in your ability to cooperate with groups that have some anger and have some criticism.

Let me ask you this. A number of controversial issues have come up that have been very relevant to a lot of women; the question of equal pay and what that means, moving into areas, for instance, such as the Washington State case—is that in your region, Washington?

Ms. COBB. No, it's not; that's in region X.

Mr. FRANK. Were you able to take positions on some of the issues that have been somewhat controversial in recent years—how the budget affected certain social services for women, what the Job Training Partnership Act should have looked like, the question of equal pay, the question of the equal rights amendment? What has been the role that you have been able to play with regard to those issues that are of some relevance to women?

Ms. COBB. I would say a low key role. The issue of comparable worth has, in my opinion, not received very much attention by the Bureau in recent years. The Bureau has not taken a position on comparable worth, or I don't know that it has increased the ability to have dialog and debate in our society.

Mr. FRANK. In the considerable experience of both of you, including prior administrations, either Democratic or Republican, of Mr. Nixon, Mr. Ford, Mr. Johnson, Mr. Kennedy, Mr. Carter, which you span in varying degrees, would there have been a more active role by yourselves as top officials of the Women's Bureau and the Women's Bureau itself in dealing with some of these issues that have arisen in the last few years, Ms. Mixer?

Ms. MIXER. Certainly in the field of the equal rights amendment. When the 50th anniversary of the Women's Bureau was celebrated in Washington, with thousands of women at the meeting, Elizabeth Duncan Koontz, then the director of the Women's Bureau——

Mr. FRANK. What year was that?

Ms. MIXER. It was 1970.

Mr. FRANK. Under Richard Nixon.

Ms. MIXER. Under Richard Nixon.

Elizabeth Duncan Koontz, our director, had just obtained the agreement of not only the Department of Labor but also the Nixon administration to move ahead on the equal rights amendment, to favor it, to allow the governmental agencies to work on those issues, and up until the time that the current director came in, that was still a part of the assignment of the Women's Bureau. It was still included in our publications.

Soon after, within a month of the time the current director came in, the publication that talked about it was scrapped—was thrown away—and it was ordered to be destroyed. We had none to replace it. It explained the mission of the Women's Bureau.

Mr. FRANK. They were destroyed?

Ms. MIXER. Yes—ordered to be destroyed.

Mr. **Frank**. Ordered to be.

When the new administration came in, you had booklets about the equal rights amendment which explained it, and they——

Ms. **Mixer**. Well, it was included as a part of the Women's Bureau mission.

Mr. **Frank**. And that was destroyed.

Ms. **Mixer**. It was just a reference to the equal rights amendment as something—as a major——

Mr. **Frank** Part of the mission.

Ms. **Mixer** [continuing]. Part of the mission of the Bureau.

Mr. **Frank**. Thank you.

Yes, Mrs. Boxer?

Mrs. **Boxer**. Yes; if I could just beg the indulgence of the committee for 1 minute. I'm just going to call it the way I see it, which I am prone to do, and say that it's clear to me, after hearing these women firsthand and after having spent literally 9 months trying to find out directly from the source in a very respectful fashion why they were RIF'd, that they were RIF'd because this particular department wanted to get rid of two very effective women, women who were dedicated to the cause of economic equity for women, women who believed in the words of the law that set up this Bureau, women who were willing to go beyond the call of duty, and women who, by their very nature, were proving that in this day and age when we need flexibility in the workplace for women, it could work.

I am absolutely outraged, not as a Member of Congress only, but as a taxpayer, that we have lost these two people, and, Mr. Chairman, I want to thank you very much for these hearings.

Congressmen Dellums and McNulty and myself have been trying very hard to get attention paid to this situation. We think it's a living, breathing symbol of what is happening in this administration. I appreciate this hearing.

Mr. **Frank**. Thank you.

I want to say I'm going to wind up my questioning simply with a statement. I wish I had the power to do more than what I'm about to do, but I just want to apologize to Ms. Cobb and Ms. Mixer. You have, I think, been very poorly served by a Government that owed you a great deal more in terms of gratitude and respect.

Your willingness to do something innovative and challenging really was obviously motivated by your desire to kind of set a model that could be used to the advantage of others. I'm sorry this one has ended badly, but I hope you'll be consoled by knowing that the example isn't just going to be allowed to go away, and we intend to keep pursuing it.

My own sense, from what I've been able to read, was that Mrs. Boxer has accurately stated the situation and that there was just not room for people with your determination to be advocates.

Mr. **McKernan**. Would the chairman yield on that?

Mr. **Frank**. Yes.

Mr. **McKernan**. I hate to make this partisan, and I, too, think that it's unfortunate that what has happened to you has happened, and I think we ought to be bending over backwards, especially with people who obviously have your ability and long-standing service, but I would hope that those of us who are concerned about it would at least do Dr. Alexander the courtesy of waiting to hear her side of it before we go and say that, obviously, there was no reason for this action to have been taken.

I think that rather than take sides on something like this, we ought to look at not only the human results of an action like this being taken and what we can do to make sure that we try to find a way to right the situation, but to also find out what this means for the future of working women, and how are we going to make sure that we have policies, and to see that this arm of the Labor Department, which is supposed to be taking the action to help working women, is doing what is necessary to provide for those who are in the workplace. I just hope that we will at least listen to Dr. Alexander.

Mr. **Frank**. I thank the gentleman.

As I said, I would agree with him that this should not be made partisan. I think for a long time the Women's Bureau was not partisan, and I think that has changed recently.

I would say that, as our colleague from California has pointed out, a lot of people spent a lot of time trying to get some reasons, and what you heard from the gentlelady from California is a result of her not having been given any reasons and drawing the conclusion she did.

We are going to break now to vote.

Mr. Owens, will you have questions of these witnesses?

Mr. **Owens**. No questions.

Mr. **Frank**. All right. Then you will be dismissed, and we very much appreciate your coming, and we will come back to the next panel. The committee will be in a brief recess.

[Recess taken.]

Mr. **Frank**. The hearing will reconvene. I apologize for the interruption.

We will now hear from a panel consisting of Willard Wirtz, former Secretary of Labor; Alexis Herman, former Director, Women's Bureau; Sandra Porter, executive director, National Commission on Working Women, representing Elizabeth Duncan Koontz, former Director, Women's Bureau; and Catherine East, former executive secretary, Interdepartmental Committee on the Status of Women and Citizens Advisory Council on Women.

Will you all take your seats, please?

We will begin with the order in which I have them down here, with Mr. Wirtz.

Mr. Secretary, thank you for joining us. Please proceed.

STATEMENT OF WILLARD WIRTZ, FORMER SECRETARY OF LABOR, U.S. DEPARTMENT OF LABOR

Mr. **Wirtz**. Thank you, Mr. Chairman.

I identify myself beyond what you have said only as cochairman of the board of trustees of the National Institute for Work and Learning. The other cochairman is John Dunlop, former Secretary of Labor. We share this job and have had no objections.

You have asked me to comment very briefly on the story of the Women's Bureau in the 1960's. I do so with great pleasure, but with three reservations.

Although I have tried conscientiously for 20 years now to play this women's affairs course, I have never yet gotten through it without finding that some comment or other dropped into a deep chauvinistic sandtrap which I didn't know was there. I hope that won't happen.

The second reservation is that, I miss my memory these days, and some of the details of that experience 20 years ago have rusted in my memory.

I take advantage of that point to call the committee's attention to a recent 1982 doctoral dissertation in which I think you will be very much interested. Ms. Cynthia Harrison has written her doctoral dissertation on "Prelude to Feminism: Women's Organizations, the Federal Government and the Rise of the Women's Movement, 1942 to 1968." It's an admirable piece of work. The research is so complete that I trust it more than I do my own recollection.

My third reservation is more serious. So much has happened in the last 20 years to the role and the status of women, perhaps particularly last week in San Francisco but in almost every forum, and working place, and marketplace, and setting, that I'm frankly uncertain about how much of the experience of the 1960's offers instruction to the 1980's.

So, in briefest distillation, as I look back, the functioning of the Bureau for 20 years was marked by three dynamics. One of them was the powerful personal force of its directors, Esther Peterson from 1961 to 1964, and Mary Dublin Keyserling from 1964 through 1968.

They acted and they led from a deep commitment to women's interests and from a lifetime's experience in this area. They asserted their own and women's priorities effectively, sometimes against the other priorities that Secretaries of Labor or even Presidents might think they had. I would put in that same tradition Libby Koontz and Alexis Herman, who are characterized by that same powerful, forceful leadership.

The second dynamic during that period was what turned out to be a forceful, constructive tension between the advocates of various points of view about what ought to be done in this area. The traditional emphasis had been on statutory standards, protecting women's interests. That had previously meant such things as limitations on the weights that working women could be required to lift.

In the 1960's, it took the form of a very strong emphasis on such things as the development of a day-care program to which the Government would contribute at least part of the necessary support.

The newer emphasis during the period of the 1960's was on the equal rights concept. Interestingly enough the Women's Bureau opposed the equal rights amendment to the Constitution at first. They were afraid of a conflict between it and the protective legislation. But they remolded that emphasis, and were the architects of the Equal Pay Act of 1963, they were critical in getting it enacted as the law of this country.

We remember, some of us, that the sex discrimination provision came into the Civil Rights Act of 1964 accidentally and by misguided male manipulation, but it was the Women's Bureau who became the effective proponents of that measure.

Third, the Bureau attached some, although I think lesser, importance to the appointment of women to high and responsible offices of government.

Then a fourth force was generated, developed, emphasized. It was on the publicizing of women's grievances and the mobilizing of their cause by establishing new public forums of one kind or another.

Chief among those were the President's Commission, and then the Interdepartmental Committee and later the Citizens' Advisory Council on the Status of Women. As another illustration, two major conferences were convened in the late 1960's to explore and publicize the very critical day-care issue.

I refer to the tensions between these groups of advocates, and that's no exaggeration, particularly in the remembering of a Secretary of Labor who wasn't sure sometimes whether he was an executive or an umpire.

These occasional controversies neutralized what otherwise might have been narrower dogmatism. By being pressed against each other, these forces—these divergent advocacies became a stronger combined force, overcoming inertia and achieving change.

I've tried to look back at that experience critically, to hope to be helpful in identifying whatever can be remembered of what we didn't do so well as we wanted to do it. I think perhaps the best illustration would take the form of a reference to the establishment of the Commission on the Status of Women of State bodies, counterparts in every State. That was pressed very strongly, and at first effectively. I think everybody involved would agree that it didn't get as far as it should have gotten.

The importance of that point is that I believe the largest lesson we learned was that not the Federal Government, not the Department of Labor, and not the Women's Bureau can do what they need to do without the development of a much broader grassroots support than had emerged at that time, or I think today.

I had a brief experience 2 or 3 years ago as a member of the National Commission on Working Women, of which a representative is here today as one of the members of this panel, and I think that lesson is still very clear. When it comes to listening to working women who are at the bottom of the working order—the pecking order, the pay order, whatever it is—democracy still has in this country a hearing defect, when it comes to listening to those voices.

I mentioned there being three dynamics in the functioning of the Bureau 20 years ago. The third, which should probably have been placed first, was the development of solid and illuminating information and data regarding women's interests.

I think everybody in this room attaches proper importance to what was heard before the previous panel, about a deliberate cutting off of the opportunities to publicize controversial issues. That's too bad.

Contained within the very broad status of women, or equal-rights issues, which this country will properly approach in very broad, political terms, are innumerable more specific questions that require careful thought based on solid, factual information. Day care and comparable worth are just illustrations.

What to do with these questions will remain to be settled after agreement has been reached in the country in principle, and even after a woman has been elected Vice President or President of this country.

The function of the Women's Bureau has always been to develop and provide the kind of factual data these narrower but critical issues depend on for their proper resolution. A Secretary of Labor knew in the 1960's that asking for information, perhaps for a speech, would produce, through the incomparable Mary Hilton, long-time treasurer of the Women's Bureau's accumulated wisdom, facts, and ideas that had been carefully, objectively, responsively assembled.

You haven't asked me to make any comparisons between the Women's Bureau in the 1960's and the Bureau today. I couldn't do it for lack of information; and one Secretary of Labor at a time is enough.

Yet I suggest, with this third dynamic uppermost in mind, that the critical question would be how actively and thoroughly the Bureau is probing today into the issue of equal pay for work of comparable worth, into how to develop a variety of delivery systems for day care, and into the earning levels of working women who are at the bottom of the pay scales and who have to moonlight between raising a family singlehandedly and making its living.

The question isn't whether the Women's Bureau is on one side of those issues or another. The question is whether that Bureau is helping the country do the homework which is essential to their proper resolution.

It is very pleasant to be here today, nostalgic, particularly when I see Dorothy Height and Clara Beyer; coming here thinking I had seniority in the room, I find that I haven't.

It was very pleasant to think back on working with and sometimes for the Women's Bureau. I think of it as reflecting Government at its very best.

Thank you very much.

[The prepared statement of Mr. Wirtz follows:]

Statement by Willard Wirtz
before the
House Government Operations
Subcommittee on Manpower and Housing
July 26, 1984

Mr. Chairman and Members of the Subcommittee:

You have asked me to comment briefly on the role and functions of the Women's Bureau during the 1960s, as a basis for your questioning. Welcoming this opportunity, I have three reservations.

First, despite 20 years of conscientious effort, I have never yet managed to play this women's affairs course without my comments landing at least once in some deep sandtrap of chauvinism I didn't even realize was there.

Second, time has rusted many of the details in my memory of the Department of Labor experience. Fortunately, I have had access to a remarkable 1982 doctoral dissertation by Ms. Cynthia Harrison, entitled Prelude to Feminism: Women's Organizations, The Federal Government and the Rise of the Women's Movement, 1942 to 1968; and I have talked with

Ms. Harrison. She deals in detail with the story of the Women's Bureau between 1961 and 1968. Her research is so complete that I trust it above my own recollections.

A third reservation is even more serious. The role and status of women have changed so greatly in the past twenty years, perhaps most particularly last week in San Francisco but in all forums and marketplaces and settings, that it becomes uncertain how much the experience of the 60s can instruct the 1980s.

In briefest distillation, the functioning of the Bureau during the 1960s seems to me to have involved three sets of dynamics.

One of these was the personal force of its Directors, Esther Peterson from 1961 to 1964, Mary Dublin Keyserling from 1964 through 1968. They acted and led from deep commitment to working women's interests and from thorough experience in this area. They asserted their priorities effectively, sometimes against others that Secretaries of Labor or even Presidents might think they had.

The second dynamic was the development of a forceful constructive tension between the advocates, within the country and the administration and even the Bureau itself, of what were sometimes competing emphases on various aspects of women's progress.

The traditional emphasis had been on statutory standards to protect and serve the interests of women workers. Historically, this had meant such things as legislative limitations on the weights women employees could be required to lift. In the 1960s, it came to mean an all-out effort to promote day-care programs supported in part by public funds.

New emphasis was placed by the Bureau on equal rights. Opposing, at first, the Equal Rights Amendment to the Constitution, it sponsored the Equal Pay Act of 1963 and was crucially effective in getting that legislation adopted. Although the prohibition of sex discrimination came into Title VII of the Civil Rights Act of 1964 accidentally (by misguided male manipulation), the Women's Bureau became its effective proponent.

The Bureau attached some but lesser importance to having more women appointed to high and responsible offices in government.

Finally, the Bureau placed perhaps primary emphasis on publicizing women's grievances and mobilizing their cause by establishing new public forums. Chief among these were the President's Commission, then the Interdepartmental Committee and later the Citizen's Advisory Council, on the Status of Women. Two major conferences were convened in the later 1960s to explore and publicize the critical day-care issue.

Although referring to "tensions" between these groups of advocates is no exaggeration, particularly in the remembering of a Secretary of Labor who sometimes felt more like an umpire than an executive, the details no longer matter. Those occasional controversies neutralized what might otherwise have become narrow dogmatism. By being sometimes pressed against each other, the divergent advocacies became a stronger combined force overcoming inertia and achieving change.

Looking back at that experience critically, I guess I would find the largest possible significance for today in the effort that was made, but with only limited success, to develop counterparts in the states of the Presidents Commission on the Status of Women. At the risk of being presumptuous, I think the largest need we discovered was for a more effective organization and institutionalization of individual working women's opportunity to participate as individuals, at the "grass roots" level, in expressing their grievances and doing something about them. This picture has changed some in the past 20 years, but brief participation in 1980 to '82 in the activities of the National Commission on Working Women confirms the belief that this need remains and that it is an appropriate concern of the Women's Bureau. American democracy still has a hearing defect when it comes to listening to working women.

I mentioned there being three dynamics in the functioning of the Bureau twenty years ago. The third, which should perhaps have been placed first, was its development of solid and illuminating information and data regarding women's interests.

Contained within the "status of women" or "equal rights" issue, which the country approaches in broad political terms, are innumerable more specific questions requiring careful thought based on solid, factual information.

"Day care" and "comparable worth" are illustrations. What to do with these questions will remain to be settled after agreement has been reached in principle, even after a woman has been elected vice-president or president.

The function of the Women's Bureau has always been to develop and provide the kind of factual data these narrower but critical issues depend on for their proper resolution. A Secretary of Labor knew in the 1960s that asking for information, perhaps for a speech, would produce, through the incomparable Mary Hilton, long time treasurer of the Women's Bureau's accumulated wisdom, facts and ideas that had been carefully, objectively, responsively assembled.

You haven't asked me to make any comparisons between the Women's Bureau in the 1960s and the Bureau today. I couldn't do it responsibly, and one Secretary of Labor at a time is enough. Yet I suggest, with this third dynamic uppermost in mind, that the critical question would be how actively and thoroughly the Bureau is probing today into the issue of equal pay for work of comparable worth, into how to develop a variety of delivery systems for day care, and into the earning levels of working women who are at the bottom of the pay scales and who have to moonlight between raising a family singlehandedly and making its living. The question is less what positions the Bureau is taking than whether it is doing the nation's homework regarding these issues.

It is pleasant to have been asked to recall an experience, working with, or for, the Women's Bureau, which I think of as reflecting government at its responsible and effective best. Thank you.

Mr. **Frank**. Thank you, Mr. Secretary.

You won't remember, but in 1967 when I was a student at the Kennedy School, I took a telephone call from you. You were looking for an employee of yours who was on leave then, a fellow named Sam Merrick, and you wanted me to relay a message to him. I was honored to talk to you then and I am honored to have you testify before us now. I appreciate that.

Mr. **Wirtz**. Thank you.

Mr. **Frank**. At this point, I just want to insert into the record, and should have done it before, several statements, some were alluded to before. There is a statement from the Association of Part-Time Professionals, signed by Diane Rothberg, who is the president, expressing deep concern about the dismissal of Ms. Mixer and Ms. Cobb; and also a statement from the organization of New Ways To Work: Job Sharing Overview of a New Employment Option, by Barney Olmstead and Ann McGuire, which also expresses great dismay at the dismissal of Ms. Mixer and Ms. Cobb.

And then from the Wellesley College Center for Research on Women, Jacqueline Fields, research associate, a letter and enclosure commending the work that Dr. Alexander has done at the Women's Bureau, and mentioning in particular a project, Women in the Corporate Ladder, Corporate Linkage, which they thought worthy of commendation.

Finally, from McKinley Martin, who is the president of Coahoma Junior College and Agricultural High School in Clarksdale, MS: "This letter and enclosed documentation serves to support and commend Dr. Lenora Cole Alexander for the excellent job she has done." And it is descriptive of and commendatory of some projects that have been done there.

Without objection, all of these will be put into the record.

[The documents follow:]

ASSOCIATION
OF
PART-TIME
PROFESSIONALS

July 16, 1984

The Honorable Barney Frank
Chairman
Manpower and Housing Subcommittee of the
Committee on Government Operations
Rayburn HOB Room B-349-A
Washington, DC 20515

Dear Congressman Frank:

Women, particularly married women with children, are the principal beneficiaries of part-time employment in the Federal Government. The major reason these women work reduced hours is to spend more time caring for their children while pursuing careers and helping to support their families.

The RIFing of Madeline Mixer and Gay Cobb, as Co-Regional Administrators of the Women's Bureau, sends a discouraging signal to women employed by the Federal Government. Either these women work full time, or they must leave Federal employment.

It is extraordinary that the Director of the Women's Bureau should be negative about part-time employment and job sharing which serve women and managers so well in the Federal Government. Elsewhere in the Federal Government we do not see this negative attitude:

1. In March 1984 there were 56,364 permanent part-time employees (non-postal) in the Federal Government, down from the high point of 60,500 in January 1981 but higher than in 1979 when monthly figures hover- between 45,000 and 47,000 employees.

2. The new Federal Personnel Manual chapter 40 on other than full-time career employment, issued in May 1984, added a section on job sharing as one form of part-time employment.

3. The Office of Personnel Management SPOTLIGHT (Spring 1984) devoted a full page to part-time employment and job sharing.

4. A Department of Defense Conference on Employment of Civilian Spouses of Military Personnel, held on May 10, 1984, considered part time and job sharing as employment modes of particular interest to military spouses.

5. Permanent part-time employees have not been the targets of disproportionate RIFing. In some agencies being a part-timer has been a protection against RIFing.

Flow General Building • 7655 Old Springhouse Road • McLean, Virginia 22102 • (703) 734-7975

Extraordinary too, considering the RIFing of the Co-Regional Administrators in 1983, is the fact that the Women's Bureau co-sponsored a Conference on Alternative Work Strategies on April 12, 1984 in Denver. Our Association would expect the Women's Bureau to practice what it preaches.

The Association of Part-Time Professionals is deeply concerned about the setback to job sharing and part-time employment in the Women's Bureau, an agency which should be particularly supportive of these work options. A non-profit membership organization, the Association of Part-Time Professionals is a national professional association that promotes employment opportunities for qualified men and women interested in part-time professional positions.

Sincerely,

Diane Rothberg

Diane Rothberg, Ph.D.
President

NEW WAYS TO WORK
San Francisco

"Job Sharing: Overview of A New Employment Option"

by Barney Olmsted, Co-Director and Nan McGuire, Manager, Employer Programs

NEW WAYS TO WORK

New Ways to Work (NWW) is a non-profit, work resource and research organization established in 1972 and located in San Francisco. Since 1975, a primary focus of our agency's program has been the emergence and use of new work schedules. NWW is particularly well known for its work with job sharing--"two people sharing the responsibilities of one full-time job"--and is currently recognized as the leading national and international expert on this new work arrangement. Since New Ways to Work has specialized information about job sharing and a personal acquaintance with the Mixer/Cobb partnership, we would like to comment both on job sharing in general and the particular circumstances of the team that was Rifed by the Women's Bureau.

In 1976, NWW presented testimony about job sharing to the Subcommittee on Employment, Poverty and Migratory Labor that was examining alternative working hours arrangements. Two of the points made then seem pertinent to this current inquiry. They were that job sharing can:

"(1) Increase the number of people able to participate in the work force. Many more Americans (working parents, students, older workers) are now seeking an alternative to the 40-hour work week for some period in their lives.

(2) Offer a means to pair different skill and experience levels. Women and minorities, who have been among those particularly excluded from certain job categories, can utilize job sharing as both a means of entry and also for upward mobility within an organization."

In the six years since the passage of the Federal Employee Part Time Career Act of 1978, the use of job sharing has grown steadily in both the public and private sector. Companies as diverse as Levi Strauss, Pan American Airways, and Hewlett Packard have made job sharing options available to their employees and developed language to include this new work arrangement in their personnel policies. Jobs being shared include Personnel Section Manager (Hewlett Packard), Assistant Dean of Students (Stanford University), College President (New College), Deputy Director Employment Development Department (State of California), Manager Administration and Employee Services (Storage Technology) and thousands of others at all levels of skill and responsibility.

Job sharing emerged orginally in response to the need for quality part-time work and part-time opportunities in higher level, professional classifications. These are areas that traditionally have only been available on a full-time basis because they cannot be significantly reduced in time or split into two part time positions. Sharing them is a way to bring new benefits to the position as well as to allow employees who need or want less than full-time work to continue to be employed on a part-time basis.

Some of the benefits that employers have noted include:

(1) Providing a wider range of skills in a single job title. Two people sharing a position not only bring diverse talents to a job but also reinforce each other with complementary areas of expertise.

(2) Greater flexibility of work scheduling. Many positions have periods of peak activity followed by 'dead' spells. Job sharing provides a more efficient means of utilizing employees' time. The use of teams can enable employers either to redesign schedules so that both sharers work during times of greatest demand or to extend hours of service by arranging a gap period.

(3) Affirmative action implementation. As growth began to slow in the 70's, a number of employers utilized voluntary job sharing as a way to open hours of employment and implement affirmative action hiring.

(4) New options for older employees. Allowing senior employees to reduce hours allows employers to retain their skills and experience while they phase their retirement.

(5) Other organizational benefits include more energy on the job, reductions in absenteeism and use of sick leave and continuity of job performance (i.e., when one sharer is absent or leaves the position, the partner can take over full-time.)

When Madeline Mixer presented a proposal to share her job, it was clear that, with Gay Cobb as a partner, all the benefits referred to above would accrue to the Women's Bureau. Region IX is one of the most heterogeneous areas in the country, as well as one with a large and active female population. Trying to accommodate the needs of the working women in the region is a herculean task. Ms. Mixer, who had held the job of regional administrator since the office was opened in 1962 realized that the addition of Cobb's energy, contacts and complementary skills and experience would greatly enhance the type and extent of service available to women in Region IX. The stress inherent in the position and the tremendous variety of contacts required to accomplish the job objectives made it a perfect candidate for job sharing. Furthermore, Mixer and Cobb had known each other for some time and realized that they would be compatable and that their partnership would enable a much wider range of skills to be brought to the demands of the job. Just the fact that they could both be at meetings at the same time in different places proved to be a significant plus for their constituents. There is no question that the diversity that such a job sharing team represents puts a few extra demands on management. Many supervisors of job sharers, however, have felt that the results were well worth it. The easy way out is not always the best way out. Some comments about other job sharing teams from management:

"The combination increases productivity and results in more innovative solutions. Neither gets 'burned out' or bored or lackadaisical."

"Works suberbly! I get much more done and have greater flexibility. I get better personnel that do more than when the position was filled with one full-time person."

"Good for staff morale to know there are options."

In conclusion, we feel compelled to comment on a rather unique aspect to the Mixer/Cobb RIFing. One of the advantages that most employers perceive in job sharing is that if the team separates, for whatever reason, generally one of the partners is available to take the job full-time. This results in a tremendous saving to the organization in recruitment and training costs and lost time. However, it is our understanding that, in this instance, recruitment began before either Mixer or Cobb were notified of their RIF.

Mixer and Cobb, between them, had provided the Women's Bureau with thirty years of service. It seems pertinent to reflect on their current situation in light of the Supreme Court's recent decision that places seniority on a higher priority than affirmative action. As Representative Pat Schroeder (D., CO) has noted, it would be unnecessary, in many instances to pit women and minorities against senior employees if some of the new work time options were used creatively. Management practice must keep up with current realities. Job sharing, permanent part-time, work sharing and other innovations in work time are new tools for good managers.

Some committees and branches of the government (OPM, White House Committee on Private Initiatives) are currently promoting wider participation in the Federal Employees Career Part-Time Act programs. [See attached cover sheet for OPM Federal Personnel Manual System Letter 340-2, 5/14/84] With this promotion there must be safeguards built in to protect those federal employees, like Mixer and Cobb, who take it for granted that their employment rights cannot be abridged if they participate within the intent of the legislation.

(Prior to assuming the position of Employer Program Manager for NWW, Ms. McGuire was responsible for the implementation of the Massachusetts Flexible Hours Legislation--the first public sector law to provide employees with work time alternatives. Ms. Olmsted was a co-founder of NWW is currently co-director of that organization.)

Office of Personnel Management

Federal Personnel Manual System

FPM Letter 340-2

FPM Letter 340-2

Published in advance
of incorporation in FPM
Chapter 340
RETAIN UNTIL SUPERSEDED

SUBJECT: Other Than Full-time Career Employment (Part-time, Seasonal, On-call, and Intermittent)

Washington, D. C. 20415
May 4, 1984

Heads of Departments and Independent Establishments

Introduction

1. This letter announces the issuance of a new Federal Personnel Manual (FPM) chapter 340 on other than full-time career employment. The chapter provides comprehensive instructions and guidance on part-time, seasonal, on-call and intermittent employment, including purpose and appropriate use, and the benefits and service credit to which such employees are entitled. Previously published FPM letters and bulletins on part-time and on-call employment have been incorporated into the new chapter. The material on seasonal and intermittent employment is entirely new and marks the first time we have issued general instructions governing such employment. This new chapter is intended to give agencies greater flexibility to manage their work force while assuring employees equitable treatment.

2. A draft of this chapter was circulated for comment to agencies, unions and other interested parties. The final version was adopted after careful consideration of the comments received. Corresponding regulations were published in 5 CFR Part 340 on April 25, 1984.

Key Features

3. Part-time Employment. The new chapter describes the provisions of the Federal Employees Part-time Career Employment Act (P.L. 95-437), including requirements for the operation of agency part-time employment programs. Also included in the chapter is technical guidance on part-time employment policies, including the establishment of part-time work schedules, and the use of job sharers.

4. Seasonal Employment. Seasonal employees work recurring periods of less than 12 months each year; they are placed in nonduty/nonpay status and recalled to duty in accordance with preestablished conditions of employment. While there is no required minimum limit on the length of a season, agencies are encouraged to provide seasonal employees with at least 6 months employment each year to minimize the cost of unearned service credit and benefits. However, seasonal employment should not be used as a substitute for full-time employment.

5. On-call Employment. On-call employment is designed to provide management with a trained cadre of permanent employees who can supplement the full-time work force during periods of above average workload. On-call employees work on an as needed basis with an expected cumulative service period of at least six months in pay status each year. On-call employees work regularly scheduled tours of duty while in pay status and are placed in nonduty/nonpay status and recalled to duty in accordance with preestablished conditions of employment. As vacancies occur, on-call employees move into the agency's year-round work force.

Inquiries: Office of Policy Analysis and Development, Staffing Group, (202) 632-6817

Code: 340, Other Than Full-time Career Employment (Part-time, Seasonal, On-call, and Intermittent) *

Distribution: FPM

* Previously titled "Part-time Employment"

* U.S. GOVERNMENT PRINTING OFFICE 1984 [illegible]

Wellesley College
Center for Research on Women
Wellesley, Massachusetts 02181
(617) 235-0320 EXT. 2500; (617) 431-1453

RECEIVED
JUL 24 [illegible]

July 13, 1984

The Honorable Barney Frank
U.S. House of Representatives
1317 Longworth House Office Bldg.
Independence and New Jersey Ave., S.E.
Washington, D.C. 20515

Dear Barney:

I am pleased to share with you information about an important Wellesley College Center for Research on Women research project sponsored by the Women's Bureau of the U.S. Department of Labor. The objectives of the project, entitled "Women and the Corporate Ladder--Corporate Linkage" are:

- to identify the determinants of the accession of women into upper levels of management in industry and business
- to analyze current programs and practices in major corporations whose goals are to enhance the mobility of professional women
- to develop an occupational outlook on prospective opportunities for the employment of women in professional and managerial positions in emerging new technologies

To accomplish this work key executives at the following corporations; Bank of America, CBS, Inc., Campbell Soup, The Equitable Life Assurance Society of the United States, Grumman Corporation, Hewlett Packard and Syntex Corporation were interviewed during May and June 1984, by Wellesley staff to identify successful corporate programs that contribute to the advancement of women in the corporate sector. In addition to the data collected during the interviews a Corporate Round Table comprised of representatives from business and industry, government and academia assembled at Wellesley College on June 28, to develop a corporate linkage process model with which the Women's Bureau can work with public and private companies to identify the best means to accomplish the goals of increased upward mobility for professional women in industry and business.

The concept developer of the Corporate Linkage initiative, Director of the Women's Bureau, Dr. Lenora Cole-Alexander has been highly commended by the representatives participating in this study and at the Corporate Round Table for providing corporations with a timely and much needed opportunity to share with government, academicians and other business colleagues ways and means that have worked to advance the careers of professional women. But more importantly Dr. Cole-Alexander has received the support of these "exemplary" corporations to do even more. She has provided the impetus and the means for them to willingly move forward and work with government to identify many of the very subtle conditions that create the invisible barriers to career mobility that hold women executives at the 5-7% level of all mid to upper level management positions and at one to two percent of the senior management positions.

The Women's Bureau sponsored Corporate Round Table was so successful that participants urged the Director to conduct more meetings of this type and to expand their scope to include input from the government and educators as well as corporations. One participant, an executive from Syntex Corporation commented:

> "The Corporate Round Table was a tremendous success, in that it represented the first step in developing a positive working relationship between government, academia and private industry to address the important issues related to the advancement of women in management. Hopefully, you or the Department of Labor will schedule additional Round Table Conferences to provide the "linkage" that is so important."

I understand that within a short time you will conduct an oversight hearing of activities of the Women's Bureau. We want you to know that here at Wellesley we are enthusiastic and eager to continue working with Dr. Lenora Cole-Alexander to expand and further develop the corporate linkage concept so that it will make a difference for women moving from mid to upper levels of management, as well as for women in entry level positions who desperately need to know that career advancement possibilities truly exist.

The staff at the Wellesley Center are preparing the report of the Corporate Linkage project activities. With the Women's Bureau permission we will be delighted to share the report and recommendations with you. For your information I have enclosed an announcement of the Corporate Linkage Round Table and a list of the participants.

I appreciate your concern in this matter. I look forward to working with you in the future.

Best wishes,

Jackie

Jacqueline P. Fields, Ph.D.
Research Associate

dg
enclosures: Corporate Round Table Participants List
Announcement of the Women's Bureau, U.S. Department of Labor sponsored Corporate Round Table

Wellesley College
Center for Research on Women
Wellesley, Massachusetts 02181
(617) 235-0320 EXT. 2500; (617) 431-1453

DATE:

TO:

FROM: Jacqueline P. Fields, Director
Government-Corporate Linkage Project, Wellesley College

SUBJECT: Announcement of the Women's Bureau, U.S. Department of Labor sponsored Corporate Round Table

On June 28, 1984 a Corporate Round Table will be held at the College Club at Wellesley College. The Government-Corporate Linkage Project of the Wellesley College Center for Research on Women is organizing the Round Table under a contract from the United States Department of Labor's Women's Bureau. The goal of the Round Table is to bring together Corporate representatives with government officials to discuss ways of promoting the advancement of women into senior management levels.

The Women's Bureau of the United States Department of Labor is sponsoring the Government-Corporate Linkage Project in recognition of the fact that despite dramatic increases in the last decade, women's representation in management careers remains low, their presence in senior management levels is even lower (less than 2 percent of executives are female).

The Round Table is intended to be a forum for an exchange of ideas on what issues need to be addressed to promote woman into upper management and how government can assist corporations in promoting the advancement of women. Lenora Cole-Alexander, Director of the Women's Bureau, will be the keynote speaker at the Round Table speaking on "Setting the Agenda for Government-Corporate Linkages." Participating corporations in the Government-Corporate Linkage project are: Bank of America, CBS,Inc., American Express, General Electric, Syntex, Grumman, Hewlett-Packard, The Equitable Life Assurance Society of the United States and Campbell Soup.

dg

DEVELOPING
HUMAN
AND
NATURAL RESOURCES
SINCE 1949

COAHOMA JUNIOR COLLEGE
AND AGRICULTURAL HIGH SCHOOL
OFFICE OF THE PRESIDENT
Route 1 — Box 616
CLARKSDALE, MISSISSIPPI 38614

DR. McKINLEY C. MARTIN
President

July 25, 1984

Honorable Barney Frank
U. S. HOUSE OF REPRESENTATIVES
1317 Longworth Building
Washington, D. C. 20515

Sir:

This letter and the enclosed documentation serve to support and commend Dr. Lenora Cole-Alexander for the excellent job she has done as the Director of the Women Bureau with the United States Department of Labor.

Coahoma Junior College was funded through the Women's Bureau to establish a demonstration project for mature women. With direction and assistance from Dr. Cole-Alexander, we were able to develop the Individual Development and Entrepreneurial Activities (IDEA) program. This program was designed to provide training for mature women who are 35 years of age and older in non-traditional careers; careers that historically have been dominated by men. Adult basic education courses were offered to those participants who had not completed high school.

We humbly beseech you to please read the enclosed materials. We are certain that you will agree that by providing an opportunity to implement such a program, Dr. Cole-Alexander is responsible for offering hope, opportunities and a new way to life to many women who thought they had no more chances.

Further, she has gone beyond the call of duty in promoting and explaining the Women's Bureau to local groups and agencies. She has additionally, been the speaker for our commencement exercises and founder's day program.

Words can never express all the gratitude we feel for the hard work and dedication that Dr. Cole-Alexander has brought to the Women's Bureau and the positiveness she has brought to the U. S. Department of Labor and our great nation.

Very truly yours,

McKinley C. Martin

McKinley C. Martin
PRESIDENT

Copy to: Dr. Lenora Cole-Alexander

Enclosures

IDEA: THE FIRST YEAR

The Individual Development and Entrepreneurial Activities Program (IDEA) is a program designed to train mature women 35 years of age and older into nontraditional careers or careers that have been traditionally dominated by men.

This "IDEA" came into being through a dream of Lenora Cole-Alexander, who is the Director of the Women's Bureau for the U. S. Department of Labor and McKinley C. Martin who is President of Coahoma Junior College in Clarksdale, Mississippi.

In order to fully understand the tremendous impact that this program had on the participants and the area, one must be familiar with the area where this program was developed. The Mississippi Delta which comprise the northwest portion of the State of Mississippi, is an area which is basically agribusiness in nature and years earlier was populated by large plantations.

With the coming of a more sophisticated type of farming, many persons who worked and lived on these plantations were dislocated. Along with many of the citizenry being unemployed and underemployed and thus having to rely on public assistance programs for survival and where the average income of the area range from $4,507 - $5,034 -- lack of marketable skills and high rate of illiteracy are common among its people. In addition, women who are the single heads of their households and who live below the poverty - line characterize the majority of the female population in this area.

It is in this setting that the IDEA program took root. As can be imagined, a program of this kind was greatly needed and appreciated by not only the participants but the community as well.

As stated before, the primary purpose of IDEA was to train and place mature women (35 years of age and older) in careers that have been traditionally dominated by men. Because most of the participants had not completed high school and many others had not finished elementary school, it was felt that another goal should be added to the program -- to provide adult basic education classes to participants who had not completed high school.

These women were allowed to enter the IDEA program because a very high percent (70%) of the women were the single heads of their households, and although they did not have formal education, they still had the responsibility of providing for their families. It was the aim of IDEA to meet this need by taking them where they were academically and assisting them in the basic academic and life survival skills.

IDEA: THE SECOND YEAR

Because the majority of the participants felt a need to receive additional training especially in the areas of carpentry and industrial wiring, the Women's Bureau provided funding for a second year of operation for IDEA. Coahoma Junior College also extended the program a second year. Seventy-six percent of the original participants returned to the program for a second year; 20% exited the program becuase they were placed in jobs.

Fifty-seven women participated in the IDEA program for the 1983-84 school year; 19 of these women were new participants.

In addition to the courses that were offerad during the 1982-83 year, Data Processing was added to the areas of interest for the participants.

Twenty women chose data processing as an area of interest; 31 chose carpentry; and six chose industrial wiring.

PLACEMENT

Placement has been an area of major concern for the IDEA program, because most of the participants are settled in their communities and are not willing to relocate. Therefore, the search for jobs had to be limited to the surrounding communities where the opportunities for employment are limited. In spite of the above problems, some type of placement was found for approximately 50% of the participants (see attached sheets). Even though most of the placements are not in the areas in which they were trained, the jobs received were a step above what many had because of either unemployment or underployment.

Three IDEA participants who majored in indsutrial wiring graduated from Coahoma Junior College in May 1984. Graduation from the college meant that they must have completed 2,160 clock hours and maintained at least a 2.0 grade point average.

A more detailed report will be submitted to the Women's Bureau, U. S. Department of Labor at the end of the grant period.

THE PARTICIPANTS VIEWS OF IDEA

I was glad when the IDEA training course started. It gave me a chance to go back to school It gave me an opportunity to better my education and job skills. I realize that I had to have a high school education to get a job. This porgram was one of the best things that ever happened to me.

The reason I am in school is because I want to learn to read ... I also want to prepare myself for the GED, I feel it will make me have a better future ... it will prepare me for a better job.

The IDEA program has given me a greater sense of responsibility. Through the IDEA program, I have learned skills which can be used to better my life.

The reason I enjoy going to school is because I never had a chance when I was younger, and now I am glad of this opportunity to better myself so that my children can be proud of me. I thank Dr. Martin for the opportunity because I was chosen out of all the applications.

When I first enrolled in the IDEA program, I knew the classes mainly dealt with men's professions but I really didn't mind since I do my own work around the house, and I enjoy carpentry. But since I've been in ABE classes, I have met some new friends and an understanding teacher. The class itself has not been easy but our teacher does her best to make it easier.

Since I started back to school, it has meant everything to me. I have a second chance to learn. I never thought I would be able to learn again but thanks to the IDEA program I have a chance now I am going to do the best I can.

FACULTY PERCEPTIONS OF IDEA

The IDEA program has done more to deter the traditional concepts prepetuated by chauvinism in our society than any other singular program implemented for the advancement of ERA.

I feel that the IDEA program will be recognized both locally and nationally for the achievements it has made in promoting women in nontraditional fields.

IDEA PARTICIPANTS

PLACEMENTS

Name	Area(s) Placed
1. Badger, Jerutha	City of Friars Point Office Assistant
2. Blackmon, Johnnie R.	Morrison's Cafeteria Cafeteria Management Delta Manor-Staff Position
3. Cummings, Elaire	Coahoma Junior College Staff Position
4. Davis, Dorothy	Household Managment
5. German, Mattie Lee	Northwest Mississippi Housing Authority Electrician
6. Harris, Linda	Inventory CJC Bookstore
7. Jackson, Laura	Cafeteria Management
8. Johnson, Erma	Cafeteria Management
9. Kemp, Leola	Management Household Department Campus
10. Kilpatrick, Minnie	Cafeteria Management Morrison's Cafeteria
11. King, Ceola	Ward Clerk Northwest Regional Medical Center
12. Jenkins, Annie	Cafeteria Assistant Northwest Regional Medical Center
13. Lathan, Virgie	Clerk Welfare Department
14. Johnson, Marie	Sales Department Store

15. Miles, Hattie	Household Managment
16. Miller, Joyce	Factory
17. Moore, Jessie Mae	City of Friars Point Electrician
18. Remeder, Arieal Wee	Cashier Variety Store
19. Scott, Ella	Campus Placement
20. Self, Mable	Managing Delta Cream
21. Slaughter, Quencie	Northwest Regional Medical Center Electrician
22. Smith, Bettye	IDEA Bus Driver
23. Williams, Virgis Lee	Driver Headstart
24. Young, Roberta	Manager Beauty Shop

Mr. McKERNAN. Mr. Chairman.

Mr. FRANK. Yes.

Mr. McKERNAN. I have one other letter here that I would like to have entered in the record. It is a letter to Dr. Alexander from Congresswoman Nancy Johnson also commending the Bureau on a training seminar it held on the Job Training Partnership Act and its impact on women.

Mr. FRANK. Without objection, that will also be placed in the record.

[The letter follows:]

NANCY L. JOHNSON
6TH DISTRICT, CONNECTICUT

WASHINGTON OFFICE
119 Cannon House Office Building
Washington, D.C. 20515
Telephone (202) 225-4476

DISTRICT OFFICE
[illegible]
New Britain, CT 06051
(Toll Free 1-800-[illegible])
Telephone (203) 223-8412

[illegible] Street
[illegible], CT [illegible]

Congress of the United States
House of Representatives
Washington, D.C. 20515

COMMITTEE ON
PUBLIC WORKS AND
TRANSPORTATION

SUBCOMMITTEES:
INVESTIGATIONS AND OVERSIGHT
ECONOMIC DEVELOPMENT

COMMITTEE ON
VETERANS' AFFAIRS

SUBCOMMITTEES:
OVERSIGHT AND INVESTIGATIONS
HOSPITALS AND HEALTH CARE

SELECT COMMITTEE ON
CHILDREN, YOUTH, AND FAMILIES

RECEIVED
JUL 25 1984

July 17, 1984

Lenora Cole Alexander, Ph.D.
Director, Women's Bureau
U. S. Department of Labor
200 Constitution Avenue, N. W.
Washington, D. C. 20210

Dear Dr. Alexander:

Thank you and the staff of the Women's Bureau for the excellent presentation of the training seminar on the Job Training Partnership Act and Its Impact on Women in New Britain on June 25. You personal appearance and support enhanced the day and was an unexpected bonus for those who attended. I appreciate especially the time you took away from pressing family matters to come personally and lend your support.

I believe too that not only have the women of Connecticut benefited from the well documented information that was prepared and presented, but all of the officials, program operators and community leaders have broadened their knowledge of the program and its possibilities for including women in all programs.

A special thanks to Vivian Buckles for her efficient and professional program development. Having developed this working relationship, I want to keep it going for the benefit of us all.

Again, thank you for your cooperation and friendly support.

Very truly yours,

Nancy L. Johnson

Nancy L. Johnson
Member of Congress

Mr. **Frank**. We will next hear from Sandra Porter, who is executive director of the National Commission on Working Women, and I believe will be representing here Elizabeth Duncan Koontz, who is a former Director of the Women's Bureau, who has been referred to earlier. Is that correct?

Ms. **Porter**. That is correct.

Mr. **Frank**. Please proceed.

STATEMENT OF SANDRA PORTER, EXECUTIVE DIRECTOR, NATIONAL COMMISSION ON WORKING WOMEN, ON BEHALF OF ELIZABETH DUNCAN KOONTZ, FORMER DIRECTOR, WOMEN'S BUREAU

Ms. **Porter**. Thank you, Mr. Chairman.

Elizabeth Duncan Koontz regrets very much that she couldn't travel this morning from her home in Salisbury, NC, to be at these hearings. I know that she would very much like to be with many of her colleagues and old friends who are here today.

For 7 years, Ms. Koontz was chair of the National Commission on Working Women, and as the executive director she has asked me to speak on her behalf this morning.

I have in front of me a letter that she has written to you, Congressman, and I would like to read her words for her, starting somewhere in the middle, because I believe that the mandate of the Women's Bureau has been outlined so far in these hearings and I know that she would want me to read into the record her comments.

Mr. **Frank**. Please proceed.

Ms. **Porter** [reading]:

> A quick look at the issues, says Ms. Koontz, that the need for the work of the Bureau is just as critical today as it has always been. The fact is that society has not yet succeeded in solving the problems that Congress mandated the Women's Bureau to address.
>
> The earnings gap, the feminization of poverty, the predictable plight of older women as they carry the burdens of low status and low salaries with them through a lifetime of work, the need for child care and other support systems connected to job training programs and educational opportunities—each one of these concerns is as critical today as 10 years ago. We must work even harder in our efforts to help women. The Bureau must continue its tradition of leadership.
>
> For the past several years, as Chair of the National Commission on Working Women, a private, nonprofit organization founded by former Secretary of Labor Willard Wirtz, I have traveled across the country speaking about the needs of women workers.
>
> I have been particularly concerned about women in the 80 percent, pink and blue collar workers in clerical occupations, sales and service jobs, and factories and plants.
>
> During these travels, I have been surprised to learn that significant changes have occurred. I am told that the traditional services of the Bureau have become unavailable or have been curtailed. Leaders of women's groups ask me these questions:
>
> What has happened to the Women's Bureau?
>
> Why aren't we receiving publications from them anymore?
>
> Why do the few we receive not carry up-to-date information?
>
> Why are women's groups no longer encouraged to use the services of the Bureau?
>
> Why are we no longer asked to cosponsor conferences, workshops or consultations?
>
> Where is the Handbook on Women Workers?
>
> Why do we get so little response from Bureau staff members when we invite them to attend important functions outside of work hours?
>
> To most of their queries, I have no answer. I am appalled to learn that the mandate of Congress seems to have been neglected and that women leaders across the

country feel that this once valuable source of help and information has let them down.

Therefore, Congressman Frank, your review is both necessary and crucial, for there seems to have been a major policy shift with regard to the mandate and basic purposes of the Women's Bureau. This is, as you can imagine, most distressing to me.

When I consider how much the Bureau has meant in furthering a philosophy of women helping women to help themselves, far from a move to curtail activities, I see an increasing need for the Women's Bureau to use every possible means available, every source known, to work toward improving the status of women workers.

I see it is even more important to reach out to the hundreds of organizations struggling, struggling in these difficult times to do on their own what the Bureau was once able to bring them together to do: pooling resources, pooling energy, talent and know-how.

I am grateful to have been a part of the history of the Women's Bureau as one of its directors. I am proud of the Bureau's orderly approach to complex problems and conditions of American women, and of the contributions the Bureau has made during its distinguished history.

I urge you to do whatever is necessary to bring these critical services back to life once again; to rejuvenate the congressional mandate for the Women's Bureau. The women of this country deserve no less.

Thank you for the opportunity of joining in this review.

Signed, Elizabeth Duncan Koontz.

[Ms. Koontz' prepared statement follows:]

NCWW
National Commission
on Working Women

July 25, 1984

Representative Barney Frank
Chairman
Manpower and Housing Subcommittee
Rayburn House Office Building
Room B-349-A
Washington, DC 20515

Dear Representative Frank:

My name is Elizabeth Duncan Koontz. I was director of the Women's Bureau in the U.S. Department of Labor from June 1969 to March of 1973. The Bureau was mandated in 1920 to investigate and report on the status of women and their conditions of work. During my tenure as director, the paramount concerns and activities of the Bureau included:

. gathering data from a wide variety of sources on the economic conditions of women.

. analysis and interpretation of data by age, race, geographic location and occupation.

. dessemination of data, information and pertinent materials regarding the status of employed women, unemployed women and those seeking work for the first time.

. developing more effective means of communication through new Bureau publications as well as revising existing publications.

. promoting the issue of alternative work patterns, a program which originated through the 1963 report of the Presidents Commission on the Status of Women.

. enlisting the support of voluntary organizations, unions and tne private sector to assist women to obtain education and training

2000 P Street N.W., Suite 508, Washington, D.C. 20036 202 872-1782

for employment opportunities.

. cooperating with other women's organizations to monitor the progress of civil rights legislation, executive orders, and regulations with regard to the status of women.

. providing a forum for diverse groups of women to discuss pending legislation and issues of concern for the benefit of the various departments of government.

. co-sponsoring conferences at the state and local level.

. making the resources and personnel of the Bureau available to women, both at the regional and national level.

The need for these kinds of programs and activities has been demonstrated over and over again. During my tenure there was a heavy demand for the services of the Bureau at all levels and an ever increasing volume of requests for information, materials and help with programs and projects. We were able to meet these demands at both the regional and national level with some success. In 1970, the 50th anniversary of the Women's Bureau was celebrated, attracting 1500 people to the event. This was a testament to both the accomplishments of the Bureau and to an ongoing need for it services.

A quick look at the issues illustrates that the need for the work of the Bureau is just as crucial today. The fact is that society has not yet succeeded in solving the problems that Congress mandated the Women's Bureau to address. The earnings gap, the feminization of poverty, the predictable plight of older women as they carry the burdens of low status and low salaries with them through a lifetime of work, the need for child care and other support systems connected to job training programs and educational opportunities -- each one of these concerns is as critical today as ten years ago. We must work even harder in our efforts to help women. The Bureau must continue its tradition of leadership.

For the past several years, as Chair of the National Commission on Working Women, a private, non-profit organization founded by former Secretary of Labor Willard Wirtz, I have traveled across the country speaking about the needs of women workers. I have been particularly concerned about women in the 80%, pink and blue collar workers in clerical occupations, sales and service jobs, and factories and plants. During these travels, I have been surprised to learn that significant changes have occurred. I am told that the traditional services of the Bureau have become unavailable or have been curtailed. Leaders of women's groups ask me:

. What has happened to the Women's Bureau?

. Why aren't we receiving publications from them any more?

. Why do the few we receive not carry up-to-date information?

. Why are women's groups no longer encouraged to use the services of the Bureau?

. Why are we no longer asked to co-sponsor conferences, workshops or consultations?

. Where is the Handbook on Women Workers?

. Why do we get so little response from bureau staff members when we invite them to attend important functions?

To most of their queries, I have no answer. I am appalled to learn that the mandate of Congress has been neglected and that women leaders across the country feel that this once valuable source of help and information has let them down.

Therefore, Congressman Frank, your review is both necessary and crucial, for there seems to have been a major shift in policy with regard to the mandate and basic purpose of the Women's Bureau. This is, as you can imagine, most distressing to me.

When I consider how much the Bureau has meant in furthering a philosophy of women helping women to help themselves, far from a move to curtail activities, I see an increasing need for the Women's Bureau to use every possible means available, every source known, to work toward improving the status of women workers. I see it is even more important to reach out to the hundreds of organizations struggling in these difficult times to do on their own what the Bureau was once able to bring them together to do -- pooling resources, energy, talent and know-how.

I am grateful to have been part of the history of the Women's Bureau as one of its directors. I am proud of the Bureau's orderly approach to complex problems and conditions of American women, and of the contributions the Bureau has made during its distinguished history. I urge you to do whatever is necessary to bring these critical services back to life once again -- to rejuvenate the Congressional mandate for the Women's Bureau. The women of this country deserve no less.

Thank you for the opportunity to join in this review.

Sincerely,

Elizabeth Duncan Koontz

Elizabeth Duncan Koontz

Mr. **Frank**. Thank you very much, Ms. Porter. We will question all the panel members jointly.

Next we have Alexis Herman, a former Director of the Women's Bureau. Ms. Herman?

STATEMENT OF ALEXIS M. HERMAN, FORMER DIRECTOR, WOMEN'S BUREAU, U.S. DEPARTMENT OF LABOR

Ms. **Herman**. Thank you, Mr. Chairman.

As Director of the Women's Bureau for the U.S. Department of Labor from 1977 to 1981, I certainly welcome the opportunity to be a part of this distinguished panel, and especially to share the time with, while he may be nostalgic today, Willard Wirtz, a Secretary of Labor whom, certainly, I have held in high esteem.

I certainly also welcome the opportunity to appear before this distinguished committee to discuss a matter of importance to the women of this Nation and their families, the work of the Women's Bureau.

The Women's Bureau, as has been stated already this morning, is the only agency in the Federal Government with a legislative mandate to promote the welfare of wage-earning women and advance their opportunities for profitable employment.

This mandate clearly takes on greater significance at a time when participation rates of women in the labor force are greater than at any time in the Nation's history; when more women are the sole support of their families; and when structural changes in the economy are shifting more responsibility for family support to women workers.

You have asked me today to discuss programs and policies that the Bureau initiated and carried out under my direction. I often stated, while Director of the Women's Bureau, that the focus of the late 1970's and indeed into the 1980's, that we would no longer simply be focusing on analyzing why women were coming into the labor force in increased numbers. That, rather, the issue for the previous administration and clearly into the 1980's would be how that accommodation was to take place, and how to ensure that women's participation would be compensated in a fair and equitable manner.

Therefore, we recognized our primary responsibilities to be to refocus the Bureau to accomplish two major thrusts: One, changes in policies that included both legislative and regulatory changes and; significant outreach activities that included outreach to the public sector, private and corporate sectors, international organizations, and countries.

To this end, we designed and implemented human resource development programs to meet the needs of women of all ages. We were, however, particularly concerned about reaching out to certain groups of women who had not been able to enter the economic mainstream, not only because they experienced difficulties in obtaining jobs or in advancing in their present employment, but also because their needs for parity in pay were not being addressed.

Special consideration was given to outreach activities which included building networks, coordinating conferences and seminars and funding for the first time in the Bureau's history the development and implementation of demonstration employment and training programs.

These programs targeted such groups as: displaced homemakers and other mature women entering or reentering the labor force; young women, including demonstration programs for the first time that was seeking to help young women become economic self-sufficient who were teen mothers. We stressed special efforts for minority women, including black women, Native Americans, Hispanic, Asian, and Pacific Islanders. We held consultations with low-income women and designed nontraditional job training programs to help them move into the economic mainstream.

We worked with women who were isolated in rural areas, and developed for the first time job training programs for women in Appalachia and in the coal mines.

We worked with women offenders. We increased the Bureau's efforts there, particularly stressing for the first time the establishment of apprenticeship programs for women in all of our Federal prisons. And, of course, it was under the previous administration that we laid the foundation for the first women business owners policy; all of which the Bureau had an active hand in.

Significant policies that included legislative and regulatory changes included the Secretary's order that upgraded the Bureau to the Office of the Secretary in 1978. This gave the Bureau a direct reporting line to the Secretary of Labor and full participation in all policies and program activities of the Department for the first time in recent history.

In 1978, the Labor Department established affirmative action programs to correct deficiencies in hiring and promotion of women by Federal construction contractors and required registered apprenticeship programs to open their ranks to women.

In 1978, the amendments to the Comprehensive Employment and Training Act, popularly known as CETA, greatly enhanced the effectiveness of CETA in meeting the needs of women. Special emphasis and funding for the first time was accorded to such groups in this legislation as displaced homemakers and single parents. Prime sponsors were encouraged for the first time in this legislation to train women in nontraditional jobs, to actually provide part time and flexible hours arrangements for both training and employment programs.

Policy statements were issued regarding workplace hazards, as we attempted to stress the belief that we should remove the hazard and not the worker.

There are a number of other policy concerns which were of importance to us as we sought to balance the issues of job and home responsibilities. Significant among these were child care and flexible work arrangements.

The Bureau worked closely with the two laws that were passed by the 95th Congress that have already been discussed in this hearing this morning.

The Federal Employees Flexible and Compressed Work Schedules Act of 1978 and the Federal Employees Part-time Career and Employment Act of 1978—under the provisions of these laws, Federal agencies were required to set annual goals for establishing or converting positions for part-time career employment and were authorized to establish flexible work schedules, including compressed workweeks.

After careful consideration, the Secretary of Labor, with the concurrence of other appropriate agencies, determined that the Women's Bureau should serve as the model for the Federal Government in carrying out these mandates.

In order to perform this function, the Women's Bureau created part-time positions in its national office and in several of the regional offices. This included also the job sharing model in the Bureau's California Region IX, which has been discussed before this committee.

In my judgment, it is the responsibility of the Women's Bureau not only to promote all legal mandates regarding wage-earning women, but to continue to pioneer on behalf of all women, particularly those most in need.

Additionally, the legislative mandate which created the Women's Bureau 64 years ago, I believe requires the Bureau to serve as a catalyst for beneficial change.

Let us not forget that it was the Women's Bureau which pioneered the reforms of the Child Labor law. It was the Women's Bureau which laid the foundation for the first minimum wage law in this country. It was the Women's Bureau, as Secretary Wirtz has already stated, which sparked the 1963 Equal Pay Act to provide equal pay for equal work; and it was the Women's Bureau which did lead the fight to amend the 1964 Civil Rights Act to include Executive Order 11246 to prohibit sex discrimination by Federal contractors.

It is also significant to note that for 20 years—from Presidents John F. Kennedy, Nixon, Ford, and Carter—the Women's Bureau has served as some form of a home for the President's Advisory Committee on Women.

The Women's Bureau, since its inception, has labored valiantly as have the women of America with limited resources, inadequate legislative and regulatory mandates and support mechanisms.

The Bureau, with a small and dedicated staff, has been able to accomplish much, not only for women, but in doing so for our Nation.

I urge this administration and this Congress to work together to ensure that the historical and important role of the Women's Bureau is not diminished. Our Nation requires it.

Thank you very much.

Mr. FRANK. Thank you, Ms. Herman.

[The prepared statement of Ms. Herman follows:]

STATEMENT OF
ALEXIS M. HERMAN, VICE PRESIDENT
GREEN-HERMAN AND ASSOCIATES, INC.,
FORMER DIRECTOR WOMEN'S BUREAU
U. S. DEPARTMENT OF LABOR
BEFORE THE MANPOWER AND HOUSING SUBCOMMITTEE
OF THE COMMITTEE ON GOVERNMENT OPERATIONS
U. S. HOUSE OF REPRESENTATIVES

July 26, 1984

Mr. Chairman and Members of the Subcommittee:

As the Director of the Women's Bureau of the U. S. Department of Labor, from 1977-1981, an agency whose mission is to formulate standards and policies to improve and promote the welfare of working women, I welcome this opportunity to appear before you today to discuss a matter of importance to the women of this nation and their families-the work of the Women's Bureau.

The Women's Bureau is the only agency in the Federal Government with a legislative mandate to promote the welfare of wage-earning women and advance their opportunities in profitable employment. This mandate takes on greater significance at a time when participation rates of women in the labor force are greater than at any time in the nation's history; more women are the sole support of their families; and structural changes in the economy are shifting more responsibility for family support to women workers.

You asked me to discuss today programs and policies that the Bureau initiated and carried out under my direction. I often stated as Director of the Bureau that the focus of the late 70's and 80's would no longer be simply on studies analyzing why women's labor force participation was rapidly increasing. The issues for the previous Administration and into the 80's would be how that accommodation is to take place, and how to insure that women's participation will be compensated in a fair and equitable manner. Therefore, we recognized our primary responsibility to be to refocus the Bureau to accomplish two major thrusts: 1) changes in policy, including legislation and regulation, and 2) outreach activities including the public sector, private and corporate sectors and international organizations and countries.

To this end, we designed and implemented human resource development programs to meet the needs of women of all ages. We were particularly concerned about reaching out to certain groups of women who had not been able to enter the economic mainstream not only because they experienced difficulties in obtaining jobs or in advancing in their present employment but also because their needs for parity in pay were not being addressed.

Special consideration was given to outreach activities which included building networks, coordinating conferences and seminars and funding for the first time in the Bureau's history the development and implementation of demonstration employment and training programs. These programs targetted such groups as: displaced homemakers and other mature women entering or reentering the labor force; young women, including teen mothers; minority women such as Blacks, Native Americans, Hispanics, Asian and Pacific Islanders; low-income women; women isolated in rural areas; women business owners; women offenders and others deemed to be disadvantaged.

Significant policies legislative and regulatory changes included: the Secretary's Order that upgraded the Women's Bureau to the Office of the Secretary. This action gave the Women's Bureau a direct reporting line to the Secretary and full participation in policy and program activities for the Department for the first time in recent history.

In 1978, the Labor Department established Affirmative Action Programs to correct deficiencies in hiring and promotion of women by Federal Construction Contractors and required registered apprenticeship programs to open their ranks to women.

The 1978 amendments to the Comprehensive Employment and Training Act greatly enhanced the effectiveness of CETA in meeting the needs of women. Special emphasis and funding was accorded to such groups as displaced homemakers and single parents. Prime sponsors were encouraged for the first time to train women in non-traditional jobs, provide part-time and flexible hours arrangements for both training and employment programs.

Policy statements were issued regarding workplace hazards. They emphasized a safe and healthful work environment for all workers regardless of gender. At the same time, they assured women equal employment opportunity. For example, it was determined that substances which endanger a woman's reproductive capacity were also a danger to men. Therefore, the emphasis in issuing the Federal Lead Standard and other related policy standards was based on a belief that we should remove the hazard and not the worker.

There was a number of policy concerns which were important to workers balancing job and home responsibilities that the Bureau supported. Significant among these were child care and flexible work arrangements.

The Bureau worked closely with two laws passed by the 95th Congress. They resulted in expanding alternative work scheduling opportunities by the nation's largest employer, the federal government. These were the Federal Employees Flexible and Compressed

Work Schedules Act of 1978 and the Federal Employees Part-time Career and Employment Act of 1978. Under the provisions of these laws, Federal agencies were required to set annual goals for establishing or converting positions for part-time career employment and were authorized to establish flexible work schedules, including compressed workweeks. After careful consideration, the Secretary of Labor with the concurrence of other appropriate agencies determined that the Women's Bureau should serve as a model for the Federal Government in carrying out these mandates. In order to perform this function, the Women's Bureau created part-time positions in its national office and in several of the regional offices. This included the job sharing model in the Bureau's California Region IX.

In my judgement, it is the responsibility of the Women's Bureau not only to promote all legal mandates regarding wage earning women, but to continue to pioneer in behalf of all women, particularly those most in need. Additionally, the legislative mandate which created the Women's Bureau sixty-four years ago requires the Bureau to serve as a catalyst for beneficial change. Let us not forget that it was the Women's Bureau which pioneered the reforms of the Child Labor Law; it was the Women's Bureau which laid the foundation for the minimum wage law; it was the Women's Bureau which sparked the 1963 Equal Pay Act to provide for equal pay for equal work; and it was the Women's Bureau which led the fight to amend the Civil Rights Act of 1964 to include Executive Order 11246 to prohibit sex discrimination by Federal Contractors. It is significant that for twenty years from Presidents John F. Kennedy, Nixon, Ford and Carter, the Women's Bureau served as the home of the Presidents' Advisory Committee on Women.

The Women's Bureau,since its inception,has labored valiantly as have the women of America with limited resources, inadequate legislative and regulatory mandates and support mechanisms. The Bureau, with a small dedicated staff,has been able to accomplish much, not only for women, but in doing so for our nation. I urge this Administration and this Congress to work together to insure that the historical and important role of the Women's Bureau is not diminished. Our nation requires it.

Mr. FRANK. And next, Ms. East.

STATEMENT OF CATHERINE EAST, FORMER EXECUTIVE SECRETARY, INTERDEPARTMENTAL COMMITTEE ON THE STATUS OF WOMEN, AND CITIZENS ADVISORY COUNCIL ON WOMEN

Ms. EAST. I will make my statement very brief.

My testimony speaks almost entirely to the point, the third point, that Secretary Wirtz made, that the Women's Bureau used to be the primary source of data and facts on women's status and women's issues. Their publications were used by the Congress, the press, women's organizations, and a long mailing list of individuals who had asked to be kept informed. This service has gone by the board.

And my positive suggestion is, that even within the framework of this administration's policies, it would be appropriate for the Women's Bureau to issue a regular newsletter with the kinds of information and factual data they used to provide in publications, plus information on congressional action such as the Child Support Enforcement law that is about to be passed; pensions; Civil Rights Act of 1984; court decisions, like the Grove City decision; pertinent agency regulations and decisions; all of which have become very important in women's lives. And a factual, nonpartisan presentation of them certainly couldn't offend even this administration.

So I suggest—I know they are operating within limits that are set by administration policy—but I think they could at least begin to furnish factual, nonpartisan information and facts.

[The prepared statement of Ms. East follows:]

TESTIMONY OF CATHERINE EAST BEFORE THE MANPOWER AND HOUSING SUBCOMMITTEE, COMMITTEE ON GOVERNMENT OPERATIONS ON THE OPERATIONS AND PROGRAMS OF THE WOMEN'S BUREAU

July 26, 1984

Mr. Chairman and Members of the Subcommittee:

Thank you for the honor of testifying before this subcommittee and as a member of such a distinguished panel.

My name is Catherine East, Legislative Director of the National Women's Political Caucus. For the past 22 years, I have been employed in organizations that received large numbers of requests for information on women's economic and legal status and women's issues. For 12 of the 22 years, I was Executive Secretary of the Interdepartmental Committee on the Status of Women and of the Citizens' Advisory Council on the Status of Women. The Department of Labor was directed by the Executive Order establishing these organizations to provide staff, services, and space for the secretariat. I was on the payroll of the Women's Bureau and had close contact with the staff.

During the period I was at the Labor Department from 1963 to 1975, the Women's Bureau was the primary source of data and other information on women's status and women's issues, serving the Congress, the press, women's organizations, state and city commissions on the status of women, and thousands of individual women who had asked to be on their mailing list. It was my understanding that this service had been a primary function of the Bureau from its founding.

The Bureau had publications with factual information and data on such topics as labor force participation, earnings and occupational distribution of women; outlook for employment in various occupations; education, including vocational education and apprenticeship; child care; minority women; women heads of families; military service; government training programs; federal and state laws prohibiting discrimination; and domestic relations laws.

Although there is still a need for this information plus other needs, the

Bureau no longer serves this important purpose. The media has not filled the gap. Newsletters and other publications of women's organizations fill the vacuum to a limited extent for their members. But this kind of useful and needed information is no longer available to the multitude of women who do not want to be or cannot afford to be members of organizations.

The need for an informational service has increased in the past decade. In every Congress there are bills relating to women's issues and hearing reports of special interest to women. There are an increasing number of court decisions directly impacting women's lives. The Census Bureau issues reports with statistics women need to be familiar with.

For example, in this session of Congress, there has been notable activity on child support enforcement, pensions, vocational education, after-school child care, insurance, medical benefits for ex-military wives, pay equity, and changes in the tax laws affecting divorce. The House Select Committee on Children, Youth, and Families has published reports on topics of great concern.

As another example, the Supreme Court made a decision that severely restricted the scope of the law prohibiting discrimination in education because of sex. This decision had the effect of also limiting the application of laws prohibiting discrimination because of race, color, national origin, age, and disability. Bills to reverse this decision have been introduced and passed in the House.

I am firmly of the opinion that the Bureau should be a central source of factual information for Congress, the press, and the public. The needs that exist now could best be filled by a regular newsletter that would include facts and figures on all the topics discussed above.

In addition to the informational service, the Bureau during my employment there cooperated with the Interdepartmental Committee on the Status of Women and the Citizens' Advisory Council on the Status of Women in sponsoring conferences of the members of state, city, and county commissions on the status of women to which national women office holders and prominent citizens were invited. Workshops on topics of interest were included in the program, and Women's Bureau publications were distributed. The Bureau published a report on each conference. Now one can't even get a list of the state and city commissions from the Bureau. The commission members are appointed by the governor and/or leaders in the state legislatures and by mayors.

Regional Directors of the Bureau provided many services and publications to state commissions and women's organizations sponsoring state conferences and also published reports of the meetings.

I have no idea why this valuable public service was dropped. It was nonpartisan. It created a positive image for the government of concern for women and their problems.

Thank you for inviting me to present my views.

Mr. **Frank**. Thank you very much, Ms. East.

We will now begin our questioning.

Mr. McKernan.

Mr. **McKernan**. Yes, I have a couple of questions. I appreciate your attendance here on this panel.

Ms. Herman, could you just comment on the issue that was raised in the last panel on, if not the prohibition, at least the discouraging of attendance at after-work meetings? How did that work when you were the director, and what did that do in the framework of comp time to other possible gaps in the office not being covered if people were taking time off as compensation for the evening meetings?

Ms. **Herman**. We certainly recognized that it was an issue in terms of time for the administrators to be able to really work with the constituents of the Bureau which are working women. And it necessitated long hours and oftentimes a great deal of weekend work. We were flexible in our approach with our regional administrators because of this. We did not require them to clock a 9 to 5 schedule with us because we often were aware that sometimes their days were in fact 12, 13, and 14-hour days, and we talked about it.

If anything, we were sympathetic to the time burdens that they experienced as administrators, and tried to do what we could to talk about the critical role of the Bureau in reaching its constituency, that sometimes we had to learn to do much with little. But our words were mainly words of encouragement and support. We certainly saw as our mandate that to be able to reach the working women of America, that our administrators had to certainly work beyond a 9-to-5 day.

Mr. **McKernan**. Were they paid additional for that?

Ms. **Herman**. No, we did not pay additional money. We often had times when they would ask for a day off, they would say that we worked the weekend, we will be at home on Monday, we will be available for a phone call if you need us, we will be working from our home.

When that situation did occur, we were generally informed of that activity and did not penalize them for not being in the office. But I must also say that seldom in my experience did I actually have administrators really taking off a great deal of time.

Mr. McKERNAN. In those instances when they did, were there other people in the office?

Ms. HERMAN. The offices were always covered, and in no instance would an administrator even have requested time off without the office being properly covered. But I have to stress again as I sit here, it is not something that even happens so frequently that I can recall a specific experience to share with you today, because it was not even a frequent request.

Mr. McKERNAN. I think the important point was that the public would still have been able to reach the office when calling, and you would always know where the person was who was taking the comp time?

Ms. HERMAN. Yes, indeed. That is correct.

Mr. McKERNAN. Ms. East, you talked about your concern about the lack of publications and the areas that you felt the Bureau ought to be involved in, where they aren't now providing information.

Have you talked to people at the Bureau now about that, why they are not doing what you feel ought to be done?

Ms. EAST. No; I haven't. I am on their mailing list, at least I thought I was. But I noticed I hadn't been receiving any publications so I called and asked was I still on the mailing list. I was told yes, but they weren't issuing many publications. Then I talked with some of my friends who are in the women's movement and they likewise hadn't. Nobody goes to the Women's Bureau anymore even for the kind of information that they used to be the main source for.

We call the Bureau of the Census, the Bureau of Labor Statistics, the National Institute of Educational Statistics, the Health Center. See, they used to provide all this.

Now, those of us here in Washington who know the Government, we can still get the information. But the poor people out in Peoria don't know even if this information exists, let alone where to find it.

I think one of the great services they provided was giving women, and women particularly in rural areas where there aren't women's organizations, the information they needed to know what their status was, to know what their rights were under the law. They used to publish information on the nondiscrimination laws, how you filed a complaint, what they provided, what the rules were. That kind of thing women still need to know.

The women's organizations have filled that gap to a very limited extent so that their members have more access to information. But for those women who can't afford to be members of organizations or who live in areas where there aren't organizations, or simply don't want to be, they have no access to this information that the Government has available, and I think that should be available to the women in this country.

Mr. McKernan. Thank you, Mr. Chairman.

Mr. Frank. I want to begin with a comment of Ms. Porter because, again, there have been some suggestions that perhaps we were being partisan here. Ms. Koontz was head of the Women's Bureau from June of 1969 to March of 1973, in other words, almost the entire first term of President Nixon. Ms. Koontz says in her testimony, and I just want to reiterate it: "Leaders of women's groups ask me:

"What has happened to the Women's Bureau?

"Why aren't we receiving publications?

"Why aren't they up to date?

"Why are women's groups no longer encouraged to use the services?

"Why are we no longer asked to cosponsor conferences, workshops, or consultations?

"Where is the Handbook on Women Workers?

"Why do we get so little response from Bureau staff when we invite them to attend?"

Then she says, "I am appalled to learn that the mandate of Congress has been neglected and that women leaders across the country feel that this once valuable source of help and information has let them down." Now, this is the statement of the head of the Women's Bureau under President Nixon.

I take it this statement of Ms. Koontz is based on the work that your Commission on Working Women has done, and your work with women, these are responses that apparently she has gotten from her work?

Ms. Porter. Ms. Koontz travels extensively across the country to speak to women's groups, conferences such as Commissions on the Status of Women put on. She is a person who has spent a lifetime working in the area of civil rights and women's rights. During her distinguished career, she has been able to speak out very courageously and forthrightly about these issues.

I think that as she travels across the country, her expectation has been that the struggles that she has herself lived through, will have borne some fruit. I think that she is particularly distressed in this contemporary time because she has no answers for these questions. And she is, therefore, very interested in the fact that you are having these committee hearings so that she has herself an opportunity to ask, "How can I answer these questions as I move around the country?"

Mr. Frank. Let me just ask, is Ms. Koontz—and I know her only by reputation—is she a person who is in the habit of making partisan criticism of Republican administrations?

Ms. Porter. I wouldn't have thought so.

Mr. Frank. Nor would I, but I just wanted to ask.

Mr. Secretary, you said, I think, in your testimony that in effect, as Secretary, you understood the role of the Women's Bureau to be an advocacy role. And I inferred from what you said that you didn't expect it to be quite as much as a team player. When you were Secretary of Labor, did you grade people who worked in the Women's Bureau on their team player aspects?

I take it from what you said, you expected that this was an agency that was in the midst of some turmoil and that they would have sort of an advocacy role, and they wouldn't always be saying things that exactly agreed with everything that was the administration policy at the minute.

Mr. **Wirtz**. Things were all different then, Mr. Chairman. When you think of the relationship first between the Department and the Presidency, the departments acted almost autonomously. In 8 years, I never checked a speech with the administration, never once. There would have been only two or three occasions when there would have been anything along that line. But I make that as a point only to make the next one.

If the relationship of the Department was autonomous within the administration, the position of the Women's Bureau within the Department, it wasn't a matter of autonomy because it wasn't a matter of authority so much but as one of total independence with the initiative being taken by the Bureau.

If you know the personalities involved, this is a situation where in one department you would have at the same time—and others in the room will identify them more full—you would have an Esther Peterson, a Mary Dublin Keyserling, an India Edwards, and a Katie Loucheim. Those four people stand for just decades of independent movement within the women's area.

So I can answer your question more directly, and I should. It was a matter of mutual respect for the various agendas that were involved and for the people that were there, but during that period the initiative on something like the Equal Pay Act would be taken in the Women's Bureau. And the next question would be whether the Secretary and the President were going to go along with it or not, and they did.

Mr. **Frank**. There has obviously been a change in that orientation, it seems to me, to our loss.

Ms. Herman, a number of important issues involving the role of women in the economy had come up. One of the concerns that has been raised—and I think, Ms. East, I will ask you to respond to this, too, because it may be relevant, and actually all of the panel. Ms. Porter, because of the working women—one of the suggestions we are getting is that there may be a change in orientation away from women in the lower economic echelons.

I have received, and I have read into the record, some commendations I received for some good work that Dr. Alexander has done I am impressed with what I have read. They came from people. some of whom I know to be quite good, and I am sure those projects were good ones. I did note that they focused on women in the corporate structure, they seemed to have a focus on women in some of the higher economic echelons. I am wondering, some of the more controversial areas seem to address women who are working at lower wage levels.

When you were head of the Women's Bureau, was there a lot of focus on women that—at what economic level did the focus tend to be?

Ms. **Herman**. Our focus was mainly on those women who were most in need, both from an economic standpoint of view and in terms of the kinds of resources that were available to them in their own communities.

Certainly, it is the prerogative of each administration to define their own target groups. But our interpretation of the mandate of the Women's Bureau was to service those women who were economically disadvantaged.

I think when you recognize the increased burden of poverty for women in this country, accompanied by the high rates of unemployment, we sought to target our resources to those women who fit a particular kind of economic profile. We did seek the support of women in corporations, but it was more in an advisory capacity to help us to open up the ranks for working women at the lower levels.

Mr. **FRANK**. This has been a rather underfunded Bureau, and let me say I think all of us are guilty of not having provided more resources for it; some of us are less guilty than others. I know that the administration had proposed some cuts in the Bureau. The President had proposed cuts in the Bureau every year until this year when that magic leap year spirit seemed to have overtaken him and he asked for the first time for a little bit more.

Congress responded, I believe, by a level funding which seems to me inadequate, albeit less than inadequate than we were asked to be. But it is clear when you are talking about a very restricted funding level that a project that you deal with over here is necessarily going to take away from over there. And I think there does seem to be a shift in emphasis.

Ms. East, you were, I notice, Executive Secretary of the Interdepartmental Committee on the Status of Women. There have been, I am told, for a number of years, within the Government, appointed bodies on the status of women.

What is the current status in this administration?

Ms. **EAST**. There have been Presidential advisory committees since President Kennedy appointed the first one in 1961, up until the end of the Carter administration. There are none now.

These are groups of women, primarily, including men frequently, who made recommendations to the President and to the public for change that would benefit women. They had an independent status. I was on the payroll of the Women's Bureau. But as far as the Citizens Advisory Council on the Status of Women, they were independent, they could make independent recommendations and publish them to the public. That was true of the IWY Commission.

Mr. **FRANK**. And that was true under Kennedy, Johnson, Nixon, Ford?

Ms. **EAST**. Right.

Mr. **FRANK**. And there is now no such agency in the Federal Government?

Ms. **EAST**. Right. I worked with all those commissions, and in no case did the President, or the White House, or the head of the agency, attempt to interfere with our recommendations, with the recommendations of these citizen groups, or to keep them from being published.

I think it was a great experience that we had that kind of freedom, and I think it had a considerable impact on the women's movement.

Mr. **FRANK**. Thank you.

I guess the only thing in that direction that we have had under this administration was the 50 States project, of which we have not heard too much of late since Ms. Honneger made her departure.

Ms. **East**. Pretty much a sham, I think.

Mr. **Frank**. With regard to the publications, why do you think they have cut back so on the publications? Has it been a budgetary restriction?

Ms. **East**. I suppose so. I have been trying to get not only some publications from the Women's Bureau in connection with some research I am doing, but I tried to get information from the Equal Employment Opportunity Commission, from the OFCCP, and from the Department of Education, on various topics related to women.

The last 4 weeks, I found that information that used to be published and freely available from the Public Information Office is no longer available. Women Employed had to get a Freedom of Information request, and it took 6 months to get operating data that used to be freely available from the EEOC.

Mr. **Frank**. Women Employed had to get a FOI request for the Women's Bureau——

Ms. **East**. No, no, this is for the Equal Employment Opportunity Commission and the OFCCP.

Mr. **Frank**. What we are talking about now is not particularly a failing of the Women's Bureau but an administration policy to——

Ms. **East**. I am wondering if it isn't an administration policy to keep information away. Now, it may be purely to save money, but it is certainly not the way I think money should be saved, at the expense of information to the public that they are entitled to. You can't get information now on the colleges and how many men, and how many women, and how many minorities are in each college, without writing a letter to the Assistant Secretary of Education and paying to get the tabulations. That used to be published by the Government Printing Office.

Mr. **Frank**. Let me ask a summary question, and I want to stress that it does seem to me that some of the problems that many of us have with the Women's Bureau are not endemic to the Women's Bureau, they are unfortunately a reflection of administrationwide policies—the problem is that I take it from the testimony that we have had, from other things we have heard, from prior testimony from Ms. Mixer and Ms. Cobb, that the Women's Bureau had in prior administrations been recognized as a somewhat different agency, as an advocacy agency. It has never been an operating agency with a large operating budget. It has been from its inception an advocacy agency, given some independence, headed by a series of very independent people who were advocates. And it does seem to me that in this administration that function has been subsumed and that it is not being allowed to function with the kind of independence it had previously.

There are some very good projects being carried on, but this very vital role of working with other agencies, with individuals, has been cut back. We have heard that it is not as easy for people to go to meetings, the interchange of information, the networking, that had been an important part of advocacy, seems to be missing.

I just wonder, as a summary question, whether that is an accurate impression that I have gained, based on all of your testimony. Ms. Porter, why don't we start with you?

Ms. **Porter**. I would prefer not to speak on behalf of Ms. Koontz to answer that question, but I can tell you——

Mr. **Frank**. You can speak on behalf of yourself, that will be all right.

Ms. **Porter**. Well, if I can speak on my own behalf, I would say——

Mr. **Frank**. You certainly can, it is in the Constitution.

Ms. **Porter** [continuing]. That if you look up a very important booklet called Inequality of Sacrifice, which is written by 40 organizations that are women's advocates, and the concept of team playing, and the concept of the feminization of poverty, which makes older women the fastest growing poverty group in America, you will see that the focus of any group that purports to have as their paramount concern the conditions of women and work, that it would be improper if the Women's Bureau did not make as their top priority the wage-and-benefit conditions of women, especially those women who are at the lowest end of the pay scale in what we call the 80 percent, women in nonprofessional occupations.

Mr. **Frank**. Have they made that a priority, in your judgment?

Ms. **Porter**. I do not believe so, in my judgment.

Mr. **Frank**. So they haven't done what you think would be proper in these circumstances.

Mr. Secretary?

Mr. **Wirtz**. Mr. Chairman, I think we might all four of us answer your question with a slight qualification. I believe all four of us would say, first and most important, is the development of an information base and the publicizing of the issue.

I guess I would put the advocacy in second place. Let me take one case as an illustration this very important issue of equal pay for work of comparable worth. I would not expect the Women's Bureau today to take an advocacy position on that which agreed with mine. Their administration is of a different mind, American business is of a different mind. When you come to an issue of that kind, complicated as it is, important as it is, I would understand the Women's Bureau not coming out for that.

I cannot understand their not developing an information base on the subject; they are not holding forums for the discussion of it. So I would answer your question putting information, research, publicization, popularization of the issues first, and advocacy an occasional important second.

Mr. **Frank**. I thank you for that and it is a very useful clarification, Mr. Wirtz. I think my inference would be that those of us who are on the opposite side ideologically on some of these women's issues from this administration should feel flattered because apparently they feel that the development of straightforward factual information would help our side and not theirs, and that is why they have cut off the information. I have never heard of an administration voluntarily cutting off an information flow that they thought would be helpful. I think you have phrased it accurately, and that is my own inference as to why it has happened.

Ms. Herman.

Ms. **Herman**. I would only concur with what Secretary Wirtz has already stated. And I would certainly also recognize that all of this is also in the context of what budget constraints may exist on the Women's Bureau, and I have no way of knowing that. I have traveled that road before so I have some appreciation for that plight. But it does speak to the priorities and where they are placed by this administration.

Mr. **Frank**. Thank you.

Ms. East.

Ms. **East**. Yes; I agree with what Secretary Wirtz said, that they certainly could focus on providing information that women need and discussion of issues without being partisan and without being——

Mr. **Frank**. Unless someone in the administration thought the information in and of itself would be damaging to them?

Ms. **East**. Yes; and I am beginning to think the administration does think information is damaging, not only from the experience of the Women's Bureau but other agencies where it is very difficult to get what used to be public information.

Mr. **Frank**. Thank you.

Mr. Owens.

Mr. **Owens**. I have just one question, Mr. Chairman. That is, in view of the fact that the testimony indicates that this administration has strayed so outrageously from the intent of Congress, have there been, to your knowledge, any legal actions taken against the administration, any suits brought by any organizations of women or other organizations?

Ms. **East**. There have been suits brought to try to get enforcement of title IX of the Education Amendments of 1972, I think by the National Women's Law Center, and a group of women's organizations. These suits started way back in the Carter administration and the judge issued an order that required that complaints be handled within a reasonable period of time. He set a specific period of time that certain things be done to clear up their backlog. This administration has gone in and tried to get that order changed; unsuccessfully so far, but they are appealing.

In the meantime, the Supreme Court has issued the *Grove City* decision which I guess will cut down on their complaints enormously since it really gutted title IX of the education amendments. The House has passed a bill to reverse that, overwhelmingly, and we hope it is going to pass the Senate within a few weeks. But that is a hope.

Mr. **Owens**. Would any other members of the panel know of any?

Mr. **Wirtz**. I don't know any.

Mr. **Owens**. Thank you. No further questions, Mr. Chairman.

Mr. **Frank**. Thank you very much.

The panel is dismissed with great thanks.

Next we will hear from Dr. Lenora Cole Alexander, the Director of the Women's Bureau.

My apologies to all the witnesses. We did not anticipate a quorum call that came out of left field and a journal vote we had been hoping we would have avoided, we are about 40 minutes later than we would have been, and I apologize. We appreciate that the witnesses have been very cooperative, and I thank you. Proceed as you wish.

STATEMENT OF DR. LENORA COLE ALEXANDER, DIRECTOR, WOMEN'S BUREAU, U.S. DEPARTMENT OF LABOR, ACCOMPANIED BY MRS. CLINTON M. WRIGHT, DEPUTY DIRECTOR

Dr. **Lenora Alexander**. Mr. Chairman and members of the subcommittee:

It is a signal honor for me to have the opportunity to be here with you this morning to discuss the activities of the Women's Bureau—I guess it's afternoon by now. In the 64 years of the existence of the Women's Bureau, Congress has never examined its operations and programs.

We are proud of our accomplishments over the last few years, and are glad to be able to share this information with you. It is my intent this afternoon to present to the subcommittee a picture of the Women's Bureau, its structure, its missions, responsibilities, and achievements.

As you know, the Women's Bureau is the only Federal agency devoted exclusively to the concerns of women in the labor force. Its mandate is to formulate standards and policies which shall promote the welfare of wage-earning women, improve their working conditions, increase their efficiency, and advance their opportunities for profitable employment.

The Bureau pursues this goal by working with a wide variety of women's groups to identify the special employment needs of women, and to develop policies to address those needs.

From its position in the Office of the Secretary, the Bureau works with other Department of Labor agencies to ensure that the needs and concerns of women workers are being addressed by departmental policymakers and program planners. It provides legal and economic updates on the status of working women and serves as a coordinating body in the Department of Labor for programs affecting women.

The Women's Bureau has addressed issues affecting wage-earning women for more than 60 years, changing its focus to keep in step with the times. For the last few years, the Women's Bureau has been directing its efforts toward broadening the base of women's groups it serves. While not excluding groups of women served in the past, the Bureau has provided the leadership necessary to more effectively reach all categories of women. The reasons for this are:

First, the mandate of the Bureau does not categorize or limit the number or types of women to be served as long as they are working women.

Second, women are entering the work force at the phenomenal rate of nearly 1 million per year, and the Bureau sees its role as an advocate for all of these new workers and the standards they need.

Third, women have made a great deal of progress in recent years, and the Bureau wants to ensure that this continues in a positive direction.

Beneficiaries of the efforts of the Women's Bureau are older women; low-income women; women in need of reemployment or upward mobility; teenage women who require broader, more technical skills in order to compete in today's job market; rural women; minority women; women in or seeking nontraditional jobs; homemakers displaced because of widowhood, separation, or divorce; women offenders; women business owners and women entrepreneuers, and corporate women, as well as others.

From the national headquarters and the 10 regional offices, the Women's Bureau works cooperatively with women's organizations and commissions on the status of women; employers, unions, and program operators; educational and social service agencies; and government at all levels.

At the international level, the Bureau actively participates in the development of policies to promote the welfare of working women around the world through the Organization for Economic Cooperation and Development's working party on the role of women in the economy; the State Department's activities with the U.N. Commission on the Status of Women, and the Organization of American States' Inter-American Commission on the Status of Women.

The Bureau uses workshops, symposia, job fairs, demonstration projects, pilot programs, publications, technical assistance, and research to address the needs of working women and disseminate information about them.

Mr. Chairman, I would like to take a moment to discuss the organization and management of the Women's Bureau under the Reagan administration. When I was appointed to the position as Director, staff resources were at 62 full-time, permanent positions and 8 other positions.

I am pleased to report to you that the Bureau presently has 71 full-time permanent positions, and the President has requested an additional 5 positions for the Bureau in fiscal year 1985, for a total of 84 permanent positions.

I see this growth of the Women's Bureau as a testament to the steps the administration has taken over the past few years to enhance our efforts in behalf of working women. More than anything else, it has been my aim to provide strong leadership to the Women's Bureau. The support we have received is evidence of our success.

Based upon an indepth analysis of the Bureau's organization immediately upon my entry into this position, which included personal interviews with each staff member, my deputy and I undertook a major reorganization of the Bureau to better align resources.

We now have four major offices and five divisions at the national office level and have increased staff resources in each regional office to three persons. Two regions do not have the third person on board but are in the process of filling those jobs.

In carrying out the reorganization, we provided for a field coordination staff to ensure that Bureau policy, priorities, and directives were unformly interpreted to the 10 regional offices.

We established a Division of Program Evaluation and Review so that we could assess the effectiveness and replicability of our major initiatives. This has been a most successful operation which has permitted us to review past and present initiatives both with inhouse staff and contract support.

We now plan for evaluation of each model project we develop and implement. We consolidated into one office our legislative/regulatory review function, our economic analysis function, and our public information function.

We felt that close coordination of those activities under one office chief would logically allow for more interaction in the development and dissemination of the Bureau's most historical and largest program: that of educating the public on the employment needs of women in the labor force through the provision of information and materials.

We are seeing much improvement in our operation in this area and believe that when we have completed the task of restaffing vacancies and reallocating resources, this office will then be able to function at a much higher level than it has in the past.

To support and guide these changes in the Women's Bureau organizational structure, I sought out and found a deputy with a strong and admirable Federal career background. Mrs. Clinton Wright came to the Women's Bureau with almost 30 years of Government service. The two of us have worked most cooperatively to see that the Bureau is responsibly carrying out its mission and mandate, but most of all, to ensure that the needs and concerns of working women remain in the forefront of policymaking activities of the Labor Department and other Federal agencies.

Since women's access to jobs continues to be affected by, among other things, law and regulations governing employment policy, an important function of the Women's Bureau is to analyze and comment on proposed Federal legislation and regulations that impact on working women.

The Bureau participates in departmental efforts to identify and eliminate sex discrimination in laws and regulations, as well as on the President's Task Force on Legal Equity which has been reviewing Federal law and regulations for sex bias.

One significant change in Bureau program operation is the process through which we determine priorities for model programs. Based upon input from experts at a symposium in late 1982—Future Explorations for Women—we determined that it would be preferable and more logical to spawn demonstration projects out of sound research.

So while the Bureau has continued such projects in areas where some work had begun, we have also initiated five major research studies which will enhance the body of knowledge related to women's employment and provide data to support the development of new demonstration model concepts.

Areas being studied or proposed are the impact of technological change on women's employment opportunities, the assessment of the transferability of military skills to civilian employment of women veterans, career transitions of women in professions, the impact of job dislocation on women, and employment issues related to immigrant women.

The Women's Bureau is making a focused attempt to find out what is happening to women workers as a result of technological change. We also know that research on the subject of women and microelectronic technology is minimal.

The Bureau has awarded a contract to the National Academy of Sciences which, through its panel on Technology and Women's Employment, will carry out the first phase of a major study in this area. This phase includes two papers: one by Dr. Phillip Kraft reviewing the recent empirical research literature on the employment impacts of technological change; and one by Dr. H. Allan and Timothy Hunt of the Upjohn Institute reviewing the data sets available to study that change. Preliminary drafts of these papers will be available by late fall.

Aware of the limited amount of research on women and office automation—an area of administrative support for where some 13 million of our constituents work—the Bureau has recently hired Dr. Mary Murphree of Columbia University to be an expert on women and office technology. Under her guidance, concept papers on four publications, aimed at informing the public about the changing office, have been submitted for departmental approval. They include: Office Technology and Working Women: Issues for the 1980's; the Women's Bureau Guide to the Office: A User's Guide; Office Automation: Issues and Data Sources in the U.S. Today; and What Do Women Want? An Employer's Guide to the New Office.

The Bureau has funded the American Association of Community and Junior Colleges to carry out a two-phase project to assess the needs of the new wave of immigrant women—to include refugees and entrants—Southeast Asia, Haitian, and Hispanic women. The first phase was completed in January 1984.

The report developed as a result of research during this phase focuses on the status of these women by gross population, selected socioeconomic/demographic characteristics, labor force/economic status, and rates of utilization of social support services; and on the analysis of the programs and policies intended to facilitate the entrance of these women into the labor market and movement toward economic self-sufficiency.

Finally, the report sets forth an analysis of five pieces of Federal legislation and the programs they authorize: The Women's Educational Equity Act; the Adult Education Act; the Vocational Education Act; the Job Training Partnership Act, and the Refugee Act of 1980.

In phase two of the project, the contractor will gather information at the local level through three dialogs to be held in California, Florida and Texas. The dialogs will provide a forum for service providers, community-based organizations, policymakers, and members of the female immigration population to express their concerns and to describe their efforts to address the needs of this group of women.

One important issue to be reviewed is the assimilation of these women, who are very often at the bottom of the socioeconomic ladder, into the U.S. society.

The findings of the three dialogs will be published as part of an overall report on the two phases of the project, and will be available in the winter of 1984.

In fiscal year 1983, the Bureau funded a project with Wellesley College. The objectives of the project, entitled "Women and the Corporate Ladder-Corporate Linkage" are:

To identify the determinants of the accession of women into upper levels of management in industry and business;

To analyze current programs and practices in major corporations whose goals are to enhance the mobility of professional women;

To develop an occupational outlook on prospective opportunities for the employment of women in professional and managerial positions in emerging new technologies.

To accomplish this work key executives at the following corporations: Bank of America, CBS, Inc., Campbell Soup, the Equitable Life Assurance Society of the United States, Grumman Corp., Hewlett Packard, and Syntex Corporation, were interviewed during May and June 1984 by Wellesley staff to identify successful corporate programs that contribute to the advancement of women in the corporate sector.

In addition to the data collected during the interviews, a Corporate Round Table comprised of representatives from business and industry, government and academia assembled at Wellesley College to develop a corporate linkage process model with which the Women's Bureau can work with public and private companies to identify the best means to accomplish the goals of increased upward mobility for professional women in industry and business.

The Bureau has been highly commended by the representatives participating in this study and at the Corporate Round Table for providing corporations with a timely and much needed opportunity to share with government, academicians and other business colleagues, ways and means that have worked to advance the careers of professional women.

But more importantly, we have received the support of these exemplary corporations to do even more. The Bureau has provided the impetus and the means for them to willingly move forward and work with Government to identify many of the very subtle conditions that create the invisible barriers to career mobility that hold women executives at the 5 to 7 percent level of all mid to upper level management positions, and at 1 to 2 percent of the senior management positions.

The Corporate Round Table, sponsored by the Women's Bureau, was so successful that participants urged us to conduct more meetings of this type and to expand our scope to include input from the Government and educators as well as corporations.

In addition to using the research findings to identify demonstration model projects, the information will be used to develop policy positions and to contribute to the development of legislation and programs affecting women's employment.

The dissemination of information about women's participation in the labor force and programs to increase their employment options is another important activity of the Bureau. In response to a large volume of requests, more than 600,000 copies of various publications have been distributed on women's occupations, earnings, education, successful program models, and on Federal and State laws affecting their employment and economic status. This has occurred since fiscal year 1982.

Our publication, a new printing just off the press yesterday, A Working Woman's Guide to Her Job Rights, continues to be a best seller. Other popular publications include "Job Options for Women in the 1980's"; "Summary and Analysis of the Job Training Partnership Act of 1982"; "Economic Recovery Tax Act; Selected Provisions of Interest to Women"; and "Employers and Child Care: Establishing Services Through the Workplace."

The Bureau disseminates data about women workers, and analyzes statistics on women's occupations, earnings, education and other related factors. Most recently, we have updated 20 facts on women workers to reflect the most recent data available.

In addition to publications, forums such as conferences, seminars, and workshops are used to communicate information on programs, policies and major issues relevant to women's employment opportunities.

The Bureau hosts many of these events as well as participates as speakers and panelists at meetings and workshops across the country.

A continuous exchange of information takes place between the Women's Bureau and a vast number of women's organizations. This enables all the groups to share ideas, plans, and concerns related to women's employment.

Through our positions as a U.S. delegate to the OECD's Manpower and Social Affairs Committee's Working Party on the Role of Women in the Economy and as one of its vice presidents, the Bureau has provided to the OECD information and research about developments taking place to promote the status of working women.

Women's issues on which the Bureau has provided information are: employment and unemployment of women; occupational segregation by sex; male and female earnings differentials; the situation of women migrants and minority women; the position of girls and women in training and education systems; and, the treatment of women in social security and taxation.

The Bureau presented to an OECD High Level Conference on the Employment of Women a report which describes U.S. policies to promote equality of employment opportunity for women. The report describes the U.S. legal machinery that promotes women's equality in employment and points to issues affecting the full utilization of women in the work force.

We have recommended as future areas to be examined by the OECD, the impact of labor market segregation and employment opportunities on the movement of women into top management positions; and unemployment among teenage women, which is a serious and growing problem in many OECD countries.

In addition, we successfully recommended Betty Duskin, a U.S. woman, for a key position within the OECD Secretariat as Administrator for Women's Affairs.

In addition to participation in its annual meetings, the Bureau coordinated and published a report on the economic, social, and legal developments affecting women's employment in our country during the first half of the U.N. Decade for Women.

The report included sections on the economic roles of women in the United States as their participation in the labor force reached historically high levels during the last half of the 1970's, an analysis of policy developments and issues relevant to the plan, and an overview of the range and extent of the accomplishments of this vital segment of the American sociopolitical system.

The Bureau has commented and submitted to the International Labor Organization a variety of topics concerning women in the U.S. labor market.

Over the last 3 years, the Women's Bureau has devoted a great deal of time to dealing with problems that are impediments to women's entry into the labor force and to educating the public about these issues. An example of this is the Bureau's efforts on the subject of child care. With an ever growing number of young children with working parents in this country, the need for solutions to this problem is critical.

We have made serious efforts to persuade employers to address the needs of their workers for dependable, affordable quality child care. We have launched several initiatives to encourage employer-sponsored child care across the country.

The most far reaching effort was a program to help establish employer-sponsored child care systems through initiatives in each of the 10 Federal regions. Through small consultant contracts in each region, the Women's Bureau reached out to employers with workshops, small group meetings, and personal contacts to inform them of the advantages in addressing this most important employee concern, to educate them about the options for setting up such systems, and to provide technical assistance.

Our efforts have resulted in the establishment of a total of 18 employer-sponsored child care systems across the country. Most notably is the initiative which took place in the Boston region, region I.

In 1982, our Boston regional office developed NEON—New England Outreach Network of Employer-supported Child Care—a model for expanding or marketing child care services to New England employers through State task forces or regional outreach networks.

An all-day planning session, attended by 35 providers, State and Federal officials, academicians, and community organization representatives, was held to plan effective outreach in each New England State to generate employer interest in child care programs and services.

The regional office also designed an inexpensive, easy-to-use strategy to stimulate interest among corporate decisionmakers, utilizing child care professionals to provide information and assistance to companies.

An important facet of the regional model was the training sessions offered to State task force members in marketing the concept to company decisionmakers.

Some results of the efforts include a large insurance company in Hartford and other efforts in New England to get this activity under way.

A second phase of our employer-sponsored child care initiative is being carried out in conjunction with the Rockefeller Foundation in their project to train and place disadvantaged single mothers through six community-based organizations.

The Women's Bureau provided funds to four of the community-based organizations to demonstrate effective techniques for providing employer-sponsored child care services to the participants in the Rockefeller Initiative.

We have provided child care technical assistance all around the country, even through the White House and their Office of Private Sector Initiatives.

We know that the most important factor affecting women's employment opportunities is the state of the economy. A healthy, growing economy will provide a climate for job opportunities to assist individuals in their quest for jobs after completing Federal funded training programs.

We are working very hard on the Job Training Partnership Act [JTPA]. We have gone around the country and have sponsored 18 workshops in various communities, involving nearly 2,300 people in these workshops. We have informed women how they can access the system to break the welfare dependency cycle of women and their children. The response to these activities has been phenomenal.

We have gone into the Mississippi Delta; we have worked with low-income women in that area to provide them basic skills training in some of the nontraditional areas of work. Twenty-five women have been placed in jobs as a result of this training.

We have also worked on high-technology projects training for women who are single heads of households.

We have launched a major initiative, our Women's Bureau Job Fair Talent Bank Initiative, that resulted in the placement of nearly 200 women in jobs at job fairs, and we involved over 7,900 participants seeking permanent employment.

We have done work with another project: Women in nontraditional careers, or WINC, to help young women to be more selective about their career activities.

We have held workshops, and symposia around the country to involve women.

To date, we have held nine symposia dealing with issues such as dislocated women workers, public policy issues affecting older workers, advancement of black females in corporate leadership positions, and women in high-technology employment.

These symposia have been very well attended and received. Numerous recommendations have resulted from these sessions, which will be used in our research studies and our planning for future Women's Bureau activities. All of these activities have been designed to keep in step with the changing times of our society.

This concludes my statement, Mr. Chairman, and I would be pleased to answer any questions you may have.

[The prepared statement of Dr. Lenora Alexander follows:]

STATEMENT OF
DR. LENORA COLE ALEXANDER
DIRECTOR OF THE WOMEN'S BUREAU
U.S. DEPARTMENT OF LABOR
BEFORE THE
SUBCOMMITTEE ON MANPOWER AND HOUSING
OF THE
COMMITTEE ON GOVERNMENT OPERATIONS
U.S. HOUSE OF REPRESENTATIVES

July 26, 1984

Mr. Chairman and Members of the Subcommittee:

I am pleased to have the opportunity to be here with you this morning to discuss the activities of the Women's Bureau. We are proud of our accomplishments over the last few years and glad to be able to share this information with you. It is my intent, this morning, to present to the subcommittee a picture of the Women's Bureau -- its structure, mission, responsibilities and achievements.

The Women's Bureau is the only Federal agency devoted exclusively to the concerns of women in the labor force. Its mandate is "to formulate standards and policies which shall promote the welfare of wage-earning women, improve their working conditions, increase their efficieney, and advance their opportunities for profitable employment." The Bureau pursues this goal by working with a wide variety of women's groups to identify the special employment-related needs of women and to develop policies to meet those needs.

From its position in the Office of the Secretary of Labor, the Bureau works with other Department of Labor (DOL) agencies to insure that the needs and concerns of women workers are being addressed by departmental policymakers and program planners. It provides legal and economic updates on the status of working women, and serves as a coordinating body in DOL for programs affecting women.

The Women's Bureau has addressed issues affecting wage-earning women, for more than 60 years, changing its focus to keep in step with the times. For the last few years the Women's Bureau has been directing its efforts towards broadening the base of women's groups it serves. While not excluding groups of women served in the past, the Bureau has provided the leadership necessary to more effectively reach all categories of working women. The reasons for this are:

1. The mandate of the Bureau does not categorized or limit the number or types of women to be served as long as they are working women;

2. Women are entering the work force at the phenomenal rate of nearly one million per year and the Bureau sees its role as an advocate for all of these new workers and the services they need; and,

3. Women have made a good deal of progress in recent years and the Bureau wants to ensure that this continues in a positive direction.

Beneficaries of the Women's Bureau's efforts are older women; low-income women; women in need of reemployment or upward mobility; teenage women who require broader more technical skills in order to compete in today's job market; rural women; minority women; women in or seeking nontraditional jobs; homemakers displaced because of widowhood, separation or divorce; women offenders; women business owners and women entreprenuers; and corporate women; as well as others.

From the national headquarters and the ten regional offices, the Women's Bureau works cooperatively with women's organizations and commissions on the status of women; employers, unions, and program operators; educational and social service agencies; and government at all levels. At the international level, the Bureau actively particpates in the development of policies to promote the welfare of working women around the world through the Organization for Economic Cooperation and Development's (OECD) working party on the role of women in the economy, the State Department's activities with the United Nation Commission on the Status of Women, and the Organization of American States' Inter-American Commission on the Status of Women. The Bureau uses workshops, symposia, job fairs, demonstration projects, pilot programs, publications, technical assistance and research to address the needs of working women and disseminate information to them.

Mr. Chairman, I would like to take a moment to discuss the organization and managment of the Women's Bureau under the Reagan Administration. When I was appointed to the position as Director, staff resources were at 62 full-time permanent positions and eight other positions.

I am pleased to report that the Bureau presently has 71 full-time permanent positions, and the President has requested an additional five positions for the Bureau in FY 1985, for a total of 84 permanent positions.

I see this growth of the Women's Bureau, as a testament to the steps the Administration has taken over the last few years to enhance our efforts in behalf of working women. More than anything, the Administration wanted to provided strong leadership to the Women's Bureau. The support we have received is evidence of our success.

Based upon an indepth analysis of the Bureau's organization immediately upon my entry into this position, which included personal interviews with each staff member, my Deputy and I undertook a major reorganization of the Bureau to better align resources. We now have four major offices and five divisions at the national office level and have increased staff resources in each regional office to three persons. Two regions do not have the third person on board but both are in the process of filling those jobs.

In carrying out the reorganization, we provided for a field coordination staff to ensure that Bureau policy, priorties and directives were uniformly interpreted to the ten regional offices. We established a Division of Program Evaluation and Review so that we could assess the effectiveness and replicability of our major initiatives. This has been a most successful operation which has permitted us to review past and present initiatives both with in-house staff and contract support. We now plan for evaluation of each model project we develop and implement. We consolidated into one office our legislative/regulatory review function, our economic analysis function, and our public information function. We felt that close coordination of these activities under one office chief would logically allow for more inter-action in the development and dissemination of the Bureau's most historical and largest program -- that of educating the public on the employment needs of women in the labor force though the provision of information and materials. We are seeing much improvement in the operation in this area and feel that when we have completed the task of re-staffing vacanices and re-allocating resources, this office will be able to function at a much higher level than it has in the past.

To support and guide these changes in the Women's Bureau organizational structure, I sought out and found a Deputy with a strong and admirable Federal career background. Mrs. Clinton Wright came to the Women's Bureau with almost 30 years of government service. The two of us have worked cooperatively to see that the Bureau is responsibly carrying out its mission and mandate, but most of all to ensure that the needs and concerns of working women remain in the forefront of policy making activities of the Labor Department and other Federal agencies.

Since women's access to jobs continues to be affected by, among other things, law and regulations governing employment, an important function of the Women's Bureau is to analyze and comment on proposed Federal legislation and regulation that impact on working women. The Bureau participates in departmental efforts to identify and eliminate sex discrimination in laws and regulations, as well as the President's Task Force on Legal Equity which has been reviewing Federal laws and regulations for sex bias.

One significant change in Bureau program operation is the process through which we determine priorities for model programs. Based upon input from experts at a symposium in late 1982 -- Future Explorations for Women -- we determined that it would be preferable and more logical to spawn demonstration projects out of sound research. So while the Bureau has continued such projects in areas where some work had begun, we have also initiated five major research studies which will enhance the body of knowledge related to women's employment and provided data to support the development of new demonstrations models concepts. Areas being studied are the impact of technological change on women's employment opportunities, the assessment of the transferability of military skills to civilian employment of women veterans, career transitions of women in professions, the impact of job dislocation on women, and employment issues related to immigrant women.

The Women's Bureau is making a focused attempt to find out what is happening to women workers as a result of technological change. We also know that research on the subject of women and micro-electronic technology is minimal. The Bureau has awarded a contract to the National Academy of Sciences which, through its panel on technology and women's employment, will carry out the first phase of a major study in this area. This phase includes two papers: One by Dr. Phillip Kraft reviewing the recent empirical research literature on the employment impacts of technological change; and one by Dr. H. Allan and Timothy Hunt of the UpJohn Institute reviewing the data sets available to study that change. Preliminary drafts of these papers will be available by late Fall.

Aware of the limited amount of research on women and office automation -- an area of administrative support where some 13 million of our constituents work -- the Bureau has also recently hired Dr. Mary Murphree of Columbia University to be an expert on women and office technology. Under her guidance, concept papers on four publications, aimed at informing the public about the changing office, have been submitted for departmental approval. They include: Office Technology and Working Women: Issues for the '80's; the Women's Bureau Guide to the Office: A User's Guide; Office Automation: Issues and Data Sources in the U.S. Today; and What Do Women Want? An Employer's Guide to the New Office.

The Bureau has funded the American Association of Community and Junior Colleges (AACJC) to carry out a two phase project to assess the needs of the new wave of immigrant women (to include refugees and entrants) --Southeast Asia, Haitian, and Hispanic women. The first phase was completed in January 1984. The report developed as a result of research during this phase focuses on the status of these women by gross population, selected socioeconomic/demographic characteristics, labor force/economic status, and rates of utilization of social support services; and on an anaylsis of the programs and policies intended to facilitate these women's entrance into the labor market and movement toward economic self-sufficiency. Finally, the report sets forth an analysis of five pieces of Federal legislation and the programs they authorize: The Women's Educational Equity Act; the Adult Education Act; the Vocational Education Act; the Job Training Partnership Act; and the Refugee Act of 1980. In phase two of the project, the contractor will gather information at the local level through three dialogues to be held in California, Florida and Texas. The dialogues will provide a forum for service providers, community-based organizations, policy makers, and members of the female immigration population to express their concerns and describe their efforts to address the needs of this group of women. One important issue to be reviewed is the assimilation of these women, who are very often at the bottom of the socioeconomic ladder, into U.S. society. The findings of the three dialogues will be published as part of an overall report on the two phases of the project, and will be available in the Winter of 1984.

In FY 1983, the Bureau funded a project with Wellesley College. The objectives of the project, entitled "Women and the Corporate Ladder--Corporate Linkage" are:

o to identify the determinants of the accession of women into upper levels of management in industry and business;

o to analyze current programs and practices in major corporations whose goals are to enhance the mobility of professional women;

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The Bureau has been highly commended by the representatives participating in this study and at the Corporate Round Table for providing corporations with a timely and much needed opportunity to share with government, academicians and other business colleagues, ways and means that have worked to advance the careers of professional women. But more importantly the Bureau has received the support of these "exemplary" corporations to do even more. It has provided the impetus and the means for them to willingly move forward and work with government to identify many of the very subtle conditions that create the invisible barriers to career mobility that hold women executives at the 5-7% level of all mid to upper level management positions and at one to two percent of the senior management positions.

The Women's Bureau sponsored Corporate Round Table was so successful that participants urged that we conduct more meetings of this type and expand our scope to include input from the government and educators as well as corporations.

In addition to using the research findings to identify demonstration model projects, the information will be used to develop policy positions and to contribute to the development of legislation and programs affecting women's employment.

The dissemination of information about women's participation in the labor force and programs to increase their employment options is an important activity of the Bureau. In response to a large volume of requests, more than 600,000 publications have been distributed on women's occupations, earnings, education, successful program models, and on Federal and State laws affecting their employment and economic status since FY 1982. Our publication -- A Working Woman's

Guide to Her Job Rights -- continues to be a best seller. It has been revised to reflect recent changes in social security, and will be ready for distribution next month. Other popular publications include "Job Options for Women in the '80's;" "Summary and Analysis of the Job Training Partnership Act of 1982," "Economic Recovery Tax Act; Selected Provisions of Interest to Women," and "Employers and Child Care: Establishing Services Through the Workplace." The Bureau dissiminates data about women workers, and analyzes statistics on women's occupations, earnings, education and other related factors. Most recently, we have updated twenty facts on women workers to reflect most recent data available.

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Party on the Role of Women in the Economy and one of its Vice Presidents, the Bureau has provided to the OECD information and research about developments taking place to promote the status of working women. Women's issues on which the Bureau has provided information are: Employment and unemployment of women; occupational segregation by sex; male and female earnings differentials; the situation of women migrants and minority women; the position of girls and women in training and education systems; and, the treatment of women in social security and taxation.

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We have recommended as future areas to be examined by the OECD, the impact of labor market segregation and employment opportunities on the movement of women into top management positions; and unemployment among teen-age women which is a serious and growing problem in many OECD countries.

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Over the last three years, the Women's Bureau has devoted a lot of time to dealing with problems that are impediments to women's entry into the labor force and to educating the public about these issues. An example of this is the Bureau's efforts on the subject of child care. With an ever growing number of young children with working parents in this country, the need for solutions to this problem is critical.

The Women's Bureau has made serious efforts to persuade employers to address their workers' needs for dependable, affordable quality child care. We have launched several initiatives to encourage employer-sponsored child care across the country. The most far reaching effort was a program to help establish employer-sponsored child care systems through inititatives in each of the ten Federal regions. Through small consultant contracts in each region, the Women's Bureau reached out to employers with workshops, small group meetings, and personal contacts to inform them of the advantages in addressing this most important employee concern, educate them about the options for setting up such systems, and to provide technical assistance. Our efforts have resulted in the establishment of eighteen employer-sponsored child care systems across the country. Most notably is the initiative we undertook in the Boston Region, Region I.

In 1982, our Boston Regional Office developed NEON (New England Outreach Network of Employer-Supported Child Care), model for expanding or marketing child care services to New England employers through State task forces or regional outreach networks. An all-day planning session attended by 35 providers, State and Federal officials, academicians, and community organization representatives was held to plan effective outreach in each new England State to generate employer interest in child care programs and services.

The Regional Office also designed an inexpensive, easy-to-use strategy to stimulate interest among corporate decision-makers, utilizing child care professionals to provide information and assistance to companies.

An important facet of the regional model were the training sessions offered to State task force members in marketing the concept to company decision-makers. Chambers of Commerce and State officials are involved in these sessions. Trainees go out one-on-one to talk with employers.

Some results of the efforts include a large insurance company in Hartford joining a consortium of employers providing information and referral services; a Vermont insurance company offering computerized referrals, a New Hampshire hospital developing a flexible benefit child care plan, and a Massachusetts Corporation adopting a voucher system for its 1400 employees in which they supplement employees salaries to cover child care costs.

At present, each of six New England States has one or more task forces ranging from 6-36 participants. Some of the companies are also actively promoting the idea, for example, WANG sponsors an annual conference for employers in the Massachusetts-New York Area. At least two colloquia have been held in each state by the task groups with employers.

A second phase of our employer-sponsored child care initiative is being carried out in conjunction with the

Rockefeller Foundation. The Rockefeller Foundation designed and funded a project to provide job training and placement for disadvantaged single mothers through six community-based organizations. The Women's Bureau provided funds to four of the community-based organizations to demonstrate effective techniques for providing employer-sponsored child care services to the participants in the Rockefeller Initiative. The four organizations have worked with employers to increase their awareness of the effects of parenting responsibilities on employees' productivity. At the same time, the organizations have met the child care needs of the participants, thus demonstrating a correlation between successful participation in training programs or on the job and provision for the care of one's children.

Other types of techincal assistance have been provided by the Bureau in this area. We have worked with the White House Office of Private Sector Initiatives on conferences about child care that are being conducted in various locations around the country. We have joined with the Department of Health and Human Services and the Appalachian Regional Commission in an inter-agency agreement to pool resources in the Appalachia States to develop and implement child care initiatives directed to the somewhat specific needs of women in this area. A publication has been developed and disseminated that describes child care options and tax incentives for employers and more than 26,000 copies have been distributed in three years. The Women's Bureau also funded and oversaw the production of a videotape on employer-sponsored child care. The videotape illustrates the possible solutions to caring for the children of the working mother with help from employers. It also shows clips of actual systems put in place through the efforts of the Bureau.

In addition to the problems created by the need to care for young children, many working women are responsible for the care of elderly or disabled adults. The Women's Bureau has stimulated interest and awareness of the 1981 Economic Recovery Tax Act and the Dependent Care Assistance Programs (Sec. 129) primarily in connection with our child care initiative. We recognize the need of assistance with care of elderly or infirm parents or other dependents and know that such responsibility often falls heavily on the female relative in such families. It is an issue of concern which has been discussed at meetings of groups such as the National Coalition on Older Women's Issues and the Older Women's League. We will be working with these and other women's organizations to identify ways to best address this issue.

Experimentation with alternative work scheduling is demonstating to employers another means of effectively removing obstacles to female employment. The need for this type of arrangement is caused by the multiple roles of women -- as home-makers, contributors to the support of the family, or sole breadwinners.

Many U.S. firms have adopted, or are experimenting with, some type of alternative work pattern. The Women's Bureau participates in the department's flexible work hours program. The most frequently used mode of alternative time scheduling in this country is part-time employment, defined as any employment of less than 35 hours per week. Fourteen percent of all employed workers and 22 percent of all women workers were working part-time voluntarily in 1983. An important factor in women's attachment to part-time work is child care responsibilities. More children in the family and the presence of a preschool-age child are among the major factors in causing a woman to prefer part-time to full-time work.

In recent years the Federal government has made substantial progress in improving opportunities for those seeking part-time career employment. Since enactment of the Federal Employees Career Part-Time Employment Act, part-time employment has increased from 46,738 in 1978 to 55,569 employees at the end of 1983. In our own Bureau we have five part-time employees out of a total staff of 79. We have encouraged this type of employment when it is most beneficial for an individual employee and still meets the mission of the agency.

Although there are certainly advantages to part-time employment, there are certain drawbacks. Some companies do not offer the same level of fringe benefits to part-time employees. Also, some critics view part-time jobs as a means of perpetuating the traditional division of labor outside and within the home and argue that part-time jobs are not appropriate for women because they usually have low wages and little chance for advancement.

Another type of alternative work pattern that is used is job sharing. Job sharing is a form of part-time employment in which the schedules of two part-time employees are arranged to cover the duties of a single full-time position. Job sharers can each work a portion of the day or they can divide the days in a week. This provides an opportunity for employees to work part-time even in positions which require full-time coverage.

In January of 1981 the Regional Administrator position in the Bureau's San Francisco office was changed to a job sharing position. A careful review of the impact of that job sharing experiment on the total regional operation over more than two years led us to the decision to discontinue job sharing at the Regional Administrator level in San Francisco. This in no way diminishes our support for the concept of alternative work patterns. We have continued to explore options for flexible work schedules in the Bureau.

The most important factor affecting women's employment opportunities is the state of the economy. A healthy, growing economy will provide the climate for job opportunities. To assist individuals in their quest for these jobs, the Federal government has sponsored employment and training programs.

The Administration's major employment and training program is provided for in the Job Training Partnership Act (JTPA). It was during the consideration of this legislation, replacing the Comprehensive Employment and Training Act, that the Women's Bureau realized that women who are the recipents of Aid for Families with Dependent Children (AFDC) and those at the bottom of the socioeconomic ladder should be the prime beneficiaries. Recognizing the severe needs of female single heads of households and their children, teen mothers, and older women needing to enter or re-enter the labor market, the Bureau was determined to take whatever steps were necessary to assure that those charged with implementing the act were knowledgeable about the concerns of women and on the best ways to address these concerns. Also, steps were proposed to ensure that women and women's organizations were familiar with the Act's provisions and the available services.

As soon as the legislation was enacted, the Women's Bureau issued a publication summarizing and analyzing the major provisions of the law particularly as they related to employment and training for women. More than 24,000 copies of the summary have been distributed.

Beyond that the Bureau developed a model format for conducting workshops on JTPA. We already have conducted 18 workshops around the country with two more planned for next month. The response has been extremely positive. Nearly 2,300 people have attended and participated including: State and local officials, including two Governors and several Mayors; private industry council (PIC) representatives; community college administrators; business leaders; women's organization leaders; and program operators. The format and selection of presenters has focused on the responsibility for JTPA at different levels -- the Federal Level, State level, and local levels. The Women's Bureau staff reviews the law from our perspective to show how it can be used as a tool to break the welfare dependency cycle of women and their children.

Women are indeed participating in JTPA. Preliminary data from the job training longitudinal survey (JTLS) collected from a sample of service delivery areas during the period October through December 1983 shows that approximately 53 percent of the participants in Title II-A programs were female. From a review of a sample of names from a list of 2,500 PIC members, we estimate that about 35 percent of the membership is female.

We intend to continue conducting JTPA workshops in different states in an effort to educate as many people as possible about the usefulness of this program for serving women and the importance of women serving on PICs, and State Job Training Councils. To further enhance this effort, a series of technical assistance guides (TAGs) are being revised in accordance with JTPA for publication and distribution in the near future. These TAGs will assist JTPA staff and other resource people in the development of specific program plans designed to afford women better employment opportunities.

The series will consist of eight TAGs. Each one will delineate a problem and propose specific solutions for resolving the problem. The do not recommend separate programs for women. Instead, they instruct service providers in ways in which they can adequately serve women through existing programs by adding necessary services to assist them.

The Women's Bureau does not have responsibility for administering employment and training programs in this nation, rather that is the responsibility of the Employment and Training Administration of the Department of Labor. However, in order to increase the entry of women into more profitable and varied employment, especially in nontraditional jobs, new technology occupations, and entrepreneurship, the Bureau has run a number of demonstration projects. These projects demonstrate effective ways to address women's diverse needs related to training, employment and support services. A by-product of these efforts will be models that can be widely disseminated to stimulate development of similar programs.

Up to this point, I have discussed information, research and technical assistance efforts of the Bureau. I would now like to describe other efforts in which the Women's Bureau has been involved.

WOMEN IN NONTRADITIONAL CAREERS - WINC

The WINC model was developed and institutionalized in the Portland, Oregon Public School System. The model incorporates classroom instruction, nontraditional job exploration in the community and training of school staff to help them become aware of the need for nontraditional career planning for young women and how occupational choices may affect lifetime earning potentials.

Perhaps the most distinctive feature of the WINC model is the curriculum, which provides a detailed course of classroom instruction on occupational and labor market information designed for high school juniors and seniors. An imaginative series of exercises, journal writing, and an activity guide which integrates humor, facts and instruction helps young women to examine their own expectations and feelings about career planning.

The curriculm also utilizes a community-based learning strategy where a student spends a specific period of time actually working with a woman in a nontraditional field. This experience is further augmented by other community-based activities such as career days at local community colleges, job search and interviewing skills taught by private sector personnel offices, and nontraditional counseling services.

WINC was designed to serve as a model for institutionalizing a school-to-work transition program throughout a school system. In 1982, the Women's Bureau began an initiative to replicate the Portland project. Eleven workshops have been held in ten cities across the country to acquaint school officials with the WINC concept and curriculm and to explain the process used in Portland for organizing, gaining support for and implementing a nontraditional careers program. The workshops also show how all or part of the WINC curriculm materials can be used, based on the current status of prevocational instruction in the school.

As a result of the workshops, 31 school districts and three colleges are already working with the WINC model either in part or in its entirety. While the program was designed for young women, school systems have found it so effective that they are adapting it for use with boys as well as girls.

During FY '84, the Women's Bureau will sponsor a national WINC conference to inform high-level policymakers about the WINC program and enlist their support in integrating the concept into school systems throughout the country.

SYMPOSIUM ON "FUTURE EXPLORATIONS FOR WORKING WOMEN"

This was a one-day invitational symposium held by the Women's Bureau in Washington, D.C. on September 24, 1982 to exchange information and ideas. Participating in the event were the Commissioner of the Bureau of Labor Statistics as keynote speaker, key Women's Bureau staff members and 17 women consultants whose professional fields included education, private enterprise, corporate management, research institutions, the media, international affairs and the Federal government.

Concurrent discussion sessions centered around topics of economic issues other than employment, societal issues, and employment and legal issues. The Women's Bureau was urged to take the lead in consolidating data from small research projects on women and the workforce, computerizing information and servicing as a clearinghouse on data that affects working women and publishing more fact sheets about current issues. The Bureau was also asked to take the lead in promoting career planning and development among young women in high school, and stimulate women's organizations to cooperate in providing a support network for educational institutions.

A further recommendation requested that this initial core group be expanded, that similar groups be established in the regions, and that the expanded group and the regional groups could serve as a sounding board for research ideas contemplated by the Women's Bureau. As a result of this symposium, the Bureau indentified the need to expand its constituency groups. To accomplish that, a series of symposia were planned for a broad based, diverse group of people representing multi-cultural economic backgrounds in different geographical locations.

PROJECT DISCOVERY

This symposium, the first in the series, was launched to address the support service needs of minority women many of whose economic status had been adversely affected because of changes in marital status. The symposium focused on the needs of women 35 to 50 years of age who were seeking to enter or reenter the workforce because of divorce, separation or widowhood; who had lost jobs due to reductions-in-force; and who were trying to move out of unfulling or dead-end jobs. Through workshop sessions encompassing self-awareness, career exploration, transfer of job skills, net-working and exposure to the job market-place, these women were provided with the tools to help them gain or enhance their employment opportunities. The model, which was demonstrated in the Baltimore area, was so well received that we are planning to replicate it in other parts of the country during FY 1985.

DISLOCATED WOMEN WORKERS

Another symposium was held in January 1984 and focused on dislocated women workers. This symposium was held in Salem, Oregon. Thirty-eight individuals representing a wide range of experiences in career planning, job development, unions, local, state, and national government, apprenticeship programs, business and economics were participants. A long list of recommendations have been submitted to the Bureau as a result of this session and they will be consolidated into the research findings of the research study on dislocated workers for consideration in defining a demonstration model project on this issue.

THE OLDER WOMEN'S LEAGUE

The third symposium was conducted by the Older Women's League and was a planning workshop on the public policy issues affecting older women. The participants, representing regional Older Women's League chapters convened in Washington. Participants shared their concerns and focused on developing strategies and skills that could be used in their regions to impact on public policy and programs affecting their target group.

HIGH TECHNOLOGY TRAINING FOR SINGLE HEADS OF HOUSEHOLDS

The high technology training for single heads of households project operated by the State of Washington Community College District 17, demonstrated the use of community colleges as a training resource and the effectiveness of short-term training for high technology jobs. Thirty women were trained in five occupational areas, three of which are considered high technology fields. The participants were mainsteamed into existing community college programs, following special curricula adopted from regular college course offerings. The program also included workshops covering support skills and job search techniques to enhance employability and retention in jobs.

Participants were single heads of households, with one to three dependents. The majority were receiving public assistance, unemployment benefits, or social security. All were low income. Each had either a high school diploma or a GED certificate. Over half were between 25 and 35 years of age.

The project effectively demonstrated the feasibility of short-term (six months) community college training as a means of increasing the employability of low income, female heads of households. While participants in these condensed programs did not complete all of the requirements necessary for community college certificate programs, the training did increase employability and retention in jobs.

PROJECT IDEA: INDIVIDUAL DEVELOPMENT AND ENTERPRENEURIAL ACTIVITES

Some of the most improverished women in the United States are living in Rural Mississippi. In an effort to address the needs of this target group, the Women's Bureau funded Coahoma Junior College, in Clarksdale, Mississippi, to provide vocational-technical training and job placement assistance to minority women who maintain families. The project has assisted about 90 Mississippi Delta women, who are 35 years of age or over, to enter occupations traditionally occupied by men.

The project is an example of a partnership effort between the Federal government and educational institutions to prepare economically disadvantaged persons to enter the job market. It is providing an effective program for serving the needs of rural women who are low income, who lack marketable employment skills, and who have a high rate of illiteracy and may be displaced farm workers. The women are gaining basic skills training in such areas as construction masonry, welding, carpentry, enterpreneurial skills, law enforcement and paramedic technology. Twenty-five women have been placed in jobs as a result of this training with at least one of the jobs paying as high as $9.50 per hour. Four have received GED's.

SMALL BUSINESS INITIATIVE OF THE WOMEN'S BUREAU

The Women's Bureau has long been interested in entrepreneurial opportunities as a means for helping women move from the home to the workforce. We have worked and will continue to work with the Office of Women Business Ownership in the Small Business Administration to encourage and facilitate business ownership as a viable career option for women. Two specific projects which were funded by the women's bureau to assist women in become entrepreneurs are:

START ON SUCCESS (SOS) PROGRAM

The Women' Bureau contracted with the Door Opener of Mason City, Iowa to develop and implement a project entitled, Entrepreneurship Training For Mature Women And Displaced Homemakers.

The project which operated from June 1, 1982 to May 31, 1983 was designed to provide entrepreneurship training to 100 displaced homemakers and mature women, 108 registered. Many of these women participated in the training program while others were assisted in finding employment. Of those completing training, 26 were selected for additional training. Of this group, 21 developed business plans and most actually started their business. By the end of 1983, about seven of the businesses were in operation.

DISPLACED HOMEMAKERS PROGRAMS

Under contract with the Bureau, the Displaced Homemakers Network, Inc., developed a "how-to" manual on funding alternatives for displaced homemaker programs that focused on entrepreneurial options, such as home health care business. This basic "how-to" guide includes among other features:

1. The identification of the types of business likely to suceed in a given community;

2. The preparation of business plans;

3. The financing of new businesses with particular reference to resources available to non-profit groups; and,

4. The development of cash-flow projects for new businesses which will employ displaced homemakers.

The manual is only one of many kinds of technical assistance the Network has provided to homemakers who need help in making the transition to paid employment. Under the most recent grant, the Displaced Homemakers network, Inc. has participated in our JTPA workshops across the country.

APPRENTICEHSHIP TRAINING

A nationwide effort to help women gain access to apprenticeship opportunities resulted in organized efforts in some communities as well as requests for training in additional areas. In Atlanta, Georgia, a coalition comprised of representatives of industry, organized labor, business and community organizations was formed to provide job readiness, referral and placement to women in skilled trades apprenticeships and other nontraditional jobs. The women's bureau provided technical assistance to this effort and others like it around the country.

The Bureau has maintained a cooperative relationship with the Bureau of Apprenticeship and Training and with the Bureau of Prisons to promote Apprenticeship Training for incarcerated women. A model for post-release services that could be extended to all Federal enmantes in apprenticeship programs was developed between Federal and District of Columbia Agencies and Prerelease Centers. The agreement provides for women released from prison to be assisted in continuing apprenticeship training and finding jobs.

TENNESSEE - TOMBIGBEE WATERWAY CONSTRUCTION PROJECT

The Women's Bureau concern for the low economic status of southern rural women prompted the Bureau to fund, through its Atlanta Regional Office, a cooperative project to increase the participation of women in construction work connected with the Tennessee-Tombigbee Waterway. A woman was hired to carry out special outreach to women and to coordinate with unions, contractors, State and local governments, and community based organizations to develop targeted recruitment, training and placement efforts.

As a direct result of this outreach, female employment participation did increase. At the peak of construction, the Federal goals for women in construction were met.

Successful retention methods were adopted by directly working with the unions and the non-union contractors to increase the numbers and retention rates of women. Several training programs were initiated and efforts were put forth to recruit, train and place women in these nontraditional jobs along with the Tennessee Tombigbee Waterway. The construction of the Tenn-Tom Waterway afforded rural women, for the first time, an opportunity to enter the nontraditional construction work force in a very positive manner.

WB NATIONAL JOB FAIR/TALENT BANK INITIATIVE

During FY 1983 the Women's Bureau, through each of the regional offices, funded job fairs and the establishment of talent banks. The objective of this national initiative was to assist women, many of whom were low income, in securing private sector employment by (1) making them aware of the range of potential job opportunities available in the local labor market; and (2) providing a mechanism for them to identify and compete for specific job openings through a talent bank. Moreover, participants were assisted in preparing job resumes' and were counseled on how to respond in interview situations.

The success of this initiative was measured not only by the placement of nearly 200 women in jobs at the job fairs but also by the continuing positive response from the employers in the use of the talent bank which has resulted in about one-tenth of the nearly 7,900 job fair participants receiving permanent employment. The jobs have varied from traditional to nontraditional and have included such jobs as sales representatives, engineers, clerktypist repair technicians, and accountants.

This concludes my remarks. I will be pleased to respond to any questions you may have.

Mr. **Frank**. Thank you, Dr. Alexander. I particularly appreciate and am impressed by the very good way you sort of summarized the end. I am sorry we weren't able to get all of it, but it will all go in the record.

Dr. **Lenora Alexander**. Thank you.

Mr. **Frank**. I think you hit all the points and we appreciate when minority staff asked about the time, you did very well in getting, I think, the highlights, and the whole thing will go in the record and, of course, we will have some time for questions.

Dr. **Lenora Alexander**. Thank you.

Mr. **Frank**. Mr. McKernan?

Mr. **McKernan**. Thank you.

Mr. **Frank**. Let me say if you want any members of your staff to answer the questions or whatever, that is up to you, you just call on anyone or they can consult with you. We don't expect, obviously, any individual to be able to come and have all the details at any one time, and that is why all of us, the members of this committee included, have staff.

Mr. McKernan?

Mr. **McKernan**. Thank you, Mr. Chairman.

I want to welcome Dr. Alexander. I think it is going to be important that we hear from the Bureau itself on some of the issues we have discussed earlier today.

One of the questions that I have, Dr. Alexander, is the shift in emphasis, if in fact there has been one, to more white-collar-type jobs than perhaps the focus of activities of the Women's Bureau in the past.

Would you like to comment on that.

Dr. **Lenora Alexander**. Mr. McKernan, I don't think we are shifting the emphasis. We are looking at a category of women that the Women's Bureau has not placed much emphasis on in the past.

As I cited in my testimony, there are over 13 million women who work in white-collar industries and corporations in America. Many of these women, when they initially entered employment, went into some of the low-paying, dead-end jobs; they are stuck at these levels. They need opportunities for upward mobility, for upward movement in the corporations.

We are trying to work with these women, in addition to the other target groups that the Bureau has worked with in the past, to assist them with some of the problems that they are encountering in the work force.

Mr. **McKernan**. You mentioned a little bit in your statement about child care and it is an issue that I feel very strongly about. I think if we are truly going to have economic equity for women, I think that we need to talk not only about the job sharing, we discussed earlier in flexible work schedules, but perhaps as importantly, if not more importantly, adequate child-care facilities and the ability to understand that we do have women who are in the work force especially that have other family obligations, and we need to make sure that we have the resources available for them.

Would you just talk about any activities of the Women's Bureau in that area?

Dr. **Lenora Alexander**. Yes, Mr. McKernan. We recognize that women are working today out of necessity, they work for economic reasons. You can't separate the woman from her children. When these women have to work, they need some support systems to enable them to be in the work force so that they will not be welfare dependent.

Early on, we recognized that in the 1981 Economic Recovery Tax Act, there were some incentives which could be used to motivate the private sector to begin offering child care as a fringe benefit to women employees.

We proceeded immediately to put out a publication, of which we have distributed numerous copies around, informing our public about this provision in the 1981 Recovery Tax Act. We recognized very early on that under JTPA, if women were going to be trained—and the bill is designed to serve large numbers of women—that some type of a process would be needed to take care of their children.

We joined hands with the Rockefeller Foundation, which had launched an initiative to train women who were disadvantaged single heads of households. We contacted them because we knew that without child care they could not participate in the training.

We set forth and developed model demonstration child-care projects. Using some of our money, we had enough to fund four projects. These projects are now underway: one in Providence, RI, with the OIC of America, one in Atlanta, GA, with the Urban League of Atlanta, another one with the Center for Employment and Training in San Jose, CA, and a fourth one here in Washington with Wider Opportunities for Women. Each one of these demonstrations takes on a different characteristic as a form of how child care can be provided. We think we are a step ahead. As we begin to get JTPA implemented, women will be able to take advantage of this.

We also worked on a regional basis, and we have set in motion 18 employer-sponsored child-care systems which have started some form of child-care service in the communities where they operate.

Additionally, we have worked very hard with the White House Office of Private Sector Initiatives to encourage corporate America to develop some form of child-care support for employees who are in the need of the service.

We have just completed the development of a 25-minute videotape on child care. It is called "The Business of Caring," and is aimed at explaining the opportunities that are available for various businesses and concerns to provide child care, how it can be provided in communities, and the benefits that accrue. We have included men also in our videotape and we show child care as being a family problem, rather than totally a woman's problem. We think that we have begun to hit the hearts of America, because we are starting to see some development in this activity.

Mr. McKernan. Let me ask you a followup on that because I am aware of a lot of the efforts, not so much of the Women's Bureau as I am with the Office of Private Sector Initiatives. One of my concerns is that in a State like the State I come from in Maine, where 20,000 out of the 30,000 employers have fewer than four employees, corporations sponsoring child care for their employees doesn't really make much of a difference to most of the people I represent.

Is anything being done to make that same kind of child care available for those people who work in the smaller businesses that can't set up their own child-care facilities?

Dr. Lenora Alexander. Yes; there are various approaches that can be used. One is the consortium approach; another one is an information referral approach. Under the consortium approach, groups of small businesses get together and sponsor a child-care site. In the information referral approach, information is put together so that an employer can go to one single source to find out where child care is available in that community for their employees.

In our publications we have advocated and explained how these systems can be developed. In addition, our regional as well as our national staff have worked around the country to provide technical assistance to help many communities such as yours.

Mr. McKernan. You mentioned publications, and before you came in we had been talking about whether or not the Bureau was furnishing people with a sufficient number of publications.

Would you like to comment on the number of publications that you have put out during your tenure compared to past years, and if it is fewer in number than in the past, what is the reason for that? Is it budget restrictions, or what is the reason?

Dr. Lenora Alexander. We have distributed over 600,000 publications, and I think that is quite a record for the Bureau. We are constantly producing new publications. In fact, this one "A Working Woman's Guide to Her Job Rights" just came off the press yesterday. [Indicating.]

We have been very active in trying to keep up with the times to develop various publications that relate to current problems in the work force while carrying out our mandate. As I indicated earlier, the distribution of over 600,000 of these publications is not a small number.

Mr. Owens. Would the gentleman yield for a minute?

Mr. McKernan. I would be happy to yield.

Mr. Owens. Do you mean 600,000 publications, or 600,000 copies?

Dr. Lenora Alexander. I am sorry, 600,000 copies.

Mr. Owens. Thank you.

Dr. Lenora Alexander. If you will give me just a second I can give you some more specific information.

In fiscal year 1982, we distributed 204,043; fiscal year 1983, 203,770; as of this date in fiscal year 1984, 197,180, for a grand total of 604,993.

Mr. Owens. Publications?

Dr. Lenora Alexander. Copies of publications.

Mr. Owens. Different publications?

Dr. Lenora Alexander. No. What I am saying is, 600,000 copies of various publications. And some of them, I would say, are best sellers. For example, we cannot keep enough copies of this one—"A Working Woman's Guide to Her Job Rights" in stock; we cannot keep enough copies of "Employer-Sponsored Child Care."

Mr. McKernan. For the record, could you just identify what this was?

Dr. Lenora Alexander. "A Working Woman's Guide to Her Job Rights." We have distributed over 26,000 copies of "The Summary of the Job Training Partnership Act" since that came off the press.

Mr. McKernan. Secretary Wirtz had some comments which I found interesting and I wondered—I am not sure whether you were here when he made them or not—but he said that basically if you had to choose, I am paraphrasing this—at least it was the way I understood what he was saying—if you had to choose, that the dissemination of facts and figures was probably more important than arranging the public meetings, and working with other groups; not that you ought to have to choose but because of budget constraints, if you had to, it was really the gathering of the data and the publication of data that was the most important function of the Bureau.

Would you agree with that, and would you comment on whether or not because of the tight budget situation you had to make those choices?

Dr. Lenora Alexander. Mr. McKernan, I feel that both of those are very, very important activities of the Bureau. You know, we can sit back behind our desks and publish, and publish, and publish. We can publish or perish, like they do in the academia. But we need to get the word out to our public; we also need to work with our public. If I did have to make some hard choices, they certainly would be founded on very hard research data and information, not just on gut-level feelings. I would make every effort to continue with these publications with the gusto that we now have and to also continue our constituency group meetings to meet with our public.

Mrs. Wright. Dr. Alexander, could I add to that, please——

Dr. Lenora Alexander. Sure, Mrs. Wright.

Mrs. Wright [continuing]. Because I think it is awfully important for the committee to understand also that those publications are used as technical-assistance guides when we are out providing that kind of information to client groups. For example, our literature, our brochures, our pamphlets are used in the child-care seminars that we conduct. Especially in our job training partnership workshops, our summary is one of the pieces that we rely upon heavily. That is one of our publications, and we use it as we provide technical assistance, and conduct workshops and seminars.

Mr. McKernan. Before we get into the situation in San Francisco which I want to touch on, let me ask a question a little closer to home.

You furnished the committee with a graph of constituency meetings of the Women's Bureau in the national office. And my question is, why in 1984, have there been no meetings of the Interagency Task Force on American Indian Women?

Mrs. Wright. I don't have the chart right here in front of me but I do recall it.

Mr. McKernan. Basically it said nine meetings in 1982, three meetings in 1983, and no meetings in 1984.

Mrs. Wright. We certainly do try to keep up with as many of the constituent groups as possible. Even though we might not have had a meeting directly with that particular group, we do have staff who are certainly concerned about all issues of the various groups, and have been out talking to many people. So, whether we conducted a meeting or not, I am certain that we could say to you that those persons have been talked to, and have been advised in this span of time.

Mr. **McKernan**. Could you, for the record, after the meeting, check that out and get back to me in writing, if you could, on exactly whether there has been a change in policy with that particular group, or exactly why those meetings have been cut back?

Mrs. **Wright**. I certainly will be happy to.

[The information follows:]

The data reflected on the chart concerning meetings of the Interagency Task Force on American Indian Women is accurate. But, there are several reasons for that. I would like to begin by providing some background on the establishment of the group. Some years ago, the Women's Bureau called together representatives of Federal agencies that had a major program responsibility for Indian people to see how each agency was extending its services to Indian women. As a result of a recommendation by the participants of that meeting, the Bureau convened a symposium of Indian women who were leaders in their communities. This symposium was the beginning of the dialogue that continues between Indian women and resource people in the various Federal agencies. It was the volunteers of participating agencies who planned and coordinated the symposium that became the Interagency Task Force on American Indian Women. Its purpose was to serve as an advocate of Indian women's issues and concerns in the public and private sectors. The Bureau, as sponsor of the group held conferences with Federal agency representatives and Indian women to learn how they might assist these women in advancing their careers.

As evidenced by the data charts, the number of conferences gradually diminished over the years. This is largely attributed to the fact that the task force accomplished its mission. Today, Indian women are much more attuned to what is happening in the public and private sectors. Informal groups and networks of Indian women have developed as a result of these conferences. These provide them the necessary support to progress in their positions. Additionally, Federal agencies have become somewhat more sensitized to the special needs of Indian women and are taking steps to help them.

Another reason we have not had any meetings of the task force recently is that the composition of the group has changed. Many members have left their jobs and have not been replaced on the task force. As I mentioned before, however, the task force has, for the most part, accomplished its mission.

During this Administration, we have endeavored to design program initiatives that address the concerns and needs of a broader range of labor force women rather than to target a few selected groups. However, in order to ensure that the issues of Indian women are addressed, we have on staff an American Indian woman who is recognized for her expertise in this area. She has a continuing dialogue with women across the country to keep apprised of the situation so that she can represent the views of this group.

Mr. McKERNAN. Now, as I say, moving to San Francisco, one of the statements that was made by a prior panel, was that you have changed the job performance evaluations to include whether or not employees are teamplayers.

Would you like to comment on that?

Mrs. WRIGHT. Maybe I can, Congressman McKernan.

When the Director and I came to the Women's Bureau, we did not find performance standards developed for the managers of the Women's Bureau.

Mr. McKERNAN. Just to interupt you, are you saying that there were no performance standards?

Mrs. WRIGHT. We did not find any. She and I did not find them. If they were there, we did not put our hands on them, let's put it in that fashion. Certainly, one of the requirements of the Civil Service Reform Act is that we do have performance standards and endeavor to have measurable performance standards. Even though there is not a science at this moment on how to develop them, we have certainly endeavored to develop standards that would tell us whether or not certain performance was occurring.

You did mention teamplaying, and I was certainly here, and I heard some of the comments in that regard. I am also a long-time Federal career person and as a manager have had to work under various administrations and under various performance standards. I do not find this is an unusual performance standard at all; as a matter of fact, it has been in mine for some years. So, I don't find it unusual. I think it is important that a manager would have people who are trying to carry out a program that is laid out so that services can be provided in the most equitable and, certainly, the most efficient and effective manner possible.

Mr. McKERNAN. Let me ask you another question. Whose team were people are supposed to be playing on?

Mrs. WRIGHT. The Women's Bureau team, as a matter of fact.

Mr. McKERNAN. That is the answer I wanted.

Now let me ask another question.

What should the proper role be for the Women's Bureau within the Department of Labor and within an administration? We have heard some discussion here today about exactly how much of an advocacy group the Women's Bureau ought to be. Do you have any comments on that?

Mrs. WRIGHT. I certainly have some and I suspect the Director has, too, but let me comment first if she will allow me.

We believe that the Women's Bureau should carry out its mandate. It has been repeated many times in this session this morning, and I won't restate that.

We believe that there are many women in this labor force, that they are at various levels, and that we need to reach them in various ways. Advocacy might be nice, and certainly it is nice, but sometimes we need more direct means than just advocacy. We believe in the development of model and demonstration projects to try to show how a working situation might be improved for women in the labor force.

Advocacy is fine, and we have not discontinued advocacy. But we are trying to combine it with a lot of other things to get things done for women in the labor force.

Mr. McKernan. Ms. Alexander.

Dr. Lenora Alexander. You know the term advocacy is very broad. We can sit here and work on definitions for it all day long if we wanted to. We have continued an advocacy role, and I will use it in the sense of promoting women's issues, promoting women in the work force.

How can you advocate if you don't do some things in order to help have something to advocate? In the Women's Bureau, we have found that under our administration, it is necessary to do things other than just go to meetings and advocate women's issues. We have to have some sound research in place, some demonstration projects, also some legal assistance for women; there are various approaches that help us to carry out the mandate.

We are a Federal agency in the Government; we have a responsibility to carry out. I took an oath of office to uphold the Constitution of the United States, and I certainly am going to make sure that under my administration the taxpayer gets the best bang for his and her buck.

Mr. McKernan. Let's leave that and go to get your side of the job-sharing issue in San Francisco. And I will tell you, this is my last question; in fact, what I really want to do—I am sure that the chairman has a number of questions on that issue—so what I would like to do is just give you the opportunity to explain what the situation was there from the Bureau's standpoint, and why you took the action that you did. And I am sure he will have a number of questions on that whole issue. But I just want to give you the opportunity to explain how that all came about and why you took the action that you did.

Dr. Lenora Alexander. Mrs. Wright?

Mrs. Wright. Let me say that, Congressman McKernan and Congressman Frank, our decision was a management decision, based upon our observation of the way in which the Bureau's programs were being carried out in region IX, strictly a management decision.

We did have the opportunity to observe it for almost 2 years or better. It was placed into effect in January of 1981, prior to the arrival of the director or myself to the Bureau.

Let me also say—and the director will certainly have comments, I am sure in this regard—that we certainly do favor the provisions of the Part-Time Employment Act, as passed by the Congress, and have endeavored to carry out provisions of that law in terms of trying to experiment with and to observe it. We believe that alternative working patterns are important not only to women, but men also are finding that they would prefer alternative working patterns. Therefore, we think that certainly that particular law, as passed by the Congress, is a good one, and we are strong advocates of it.

Our decision, again, to eliminate the job sharing arrangement in San Francisco was not one made overnight. It was a very agonizing one. However, we wanted, and we believed it was appropriate and proper, to serve the people in region IX, and all of the States of region IX, to the best of our ability, with the resources that we had to do it. Therefore, the decision was made based upon that.

You do know, I am sure, that the case has gone before the Merit Systems Protection Board, and we have been upheld at the first level of that hearing. It has now been appealed to the full Merit Systems Protection Board. We want to observe as best we can the system that has been set up to provide equitable handling of all cases, and would not, if we could possibly avoid it, re-try of that case in this forum.

Dr. **Lenora Alexander**. I want to go on record as saying, Mr. Chairman, that we certainly are not opposed to job sharing in the regions, or in the Women's Bureau itself. We endorse the concept of job sharing. The plain, simple fact is that according to our observations, and our experiences with this program, it did not work in the San Francisco office. We were willing to try it at another level. We are still open to job sharing arrangements within our office structure should it be requested by any of our staff members.

We are open to alternative work patterns. It is one of the only ways that we can get women into the work force and keep them there, allow them to take care of their children, maintain their families at the same time, and put a little extra money into their purses for food and other necessities of life.

So we don't want you to go away from here with the opinion that we are opposed to job sharing. We know that it can work, and we also know that at the same time, the goals of an organization must be carried out while keeping in mind the needs of an organizational structure.

Mr. **McKernan**. Can you give us any examples of the problems that may have been created by job sharing?

Mrs. **Wright**. I can, and I will try as best I can to stick to information that is now a part of the record in that particular hearing. Our concern was the manner in which the office was handled; one individual was on one week and off the next, and they handled very different programs and projects. Therefore, when information was needed, it was somewhat difficult at times to obtain that information about certain activities.

Additional costs were incurred for travel and for extra hours worked above the part-time schedule that had been established.

Those are some of the reasons, and they are documented, sir, in the transcript on the trial on the case.

Mr. **McKernan**. Thank you, Mr. Chairman.

Mr. **Frank**. Let me just pick up right where we left off. You said that there were extra expenses for travel. Would you elaborate on that?

Mrs. **Wright**. Yes, and, sir, we are getting into the case.

Mr. **Frank**. No—yes, we are, but we already have. I don't know if you are familiar with the doctrine of waiver. I think most lawyers would tell you that having discussed something—you mentioned travel, I didn't bring it up, you did—I don't really think that any lawyer would tell you that having mentioned travel that now it was somehow unmentionable.

Mrs. **Wright**. OK.

Mr. **Frank**. What kind of travel——

Mrs. **Wright**. I was going to respond, sir.

Mr. **Frank**. OK.

Mrs. **Wright**. I was just mentioning it.

The extra travel costs were occasioned by, certainly, executive staff meetings held by the Women's Bureau.

Mr. FRANK. In Washington, you mean?

Mrs. WRIGHT. Wherever. They are held in Washington and other regional cities also.

Mr. FRANK. OK.

Mrs. WRIGHT. Also, travel to take care of projects. When there might be different managed projects in the same location, that location would have to be visited by both the individuals.

Mr. FRANK. The reason I asked, is that those are really inherent in the job sharing. When you cite those as reasons for not continuing the project, you are really, it seems to me, criticizing the concept of job sharing. Because inherently, if you have got job sharing, there will be two people rather than one person traveling. And that is what disturbs me. The objection to the expense involved in bringing two people rather than one person to a regional meeting, there is no way around that with job sharing. So that really sounds like, to that extent, that is a criticism of the whole job sharing concept, isn't it? There is no way around that if you are going to have job sharing.

Mrs. WRIGHT. No; I disagree with you.

Mr. FRANK. How can you have job sharing at that level and not invite both of them to the meeting?

Mrs. WRIGHT. I think that if, indeed, both were quite knowledgeable about each other's program and project activities, that there would be no need to bring but one, because one could represent the other very well.

Mr. FRANK. So, did you decide that only one could come? Or did they decide that both should come? How did that work? Did they insist that both had to come?

Mrs. WRIGHT. Not insist, but let me assure you that if we wanted to have a full report of activities of region IX, we needed both persons in attendance.

Mr. FRANK. That wouldn't seem to me unreasonable; objecting because the two people sharing the job both had to come to a meeting for people at their level does seem to me to be an inherent criticism of job sharing.

I ask that because, Dr. Alexander, you said you would be willing to try that at another level. Does that mean you ruled it out at the regional level, at the regional administrator level? You said that you would be willing to try job sharing again at another level. Does that mean not at the regional administrator?

Dr. LENORA ALEXANDER. We have learned something from that experience, as I indicated to you earlier. When I say another level, I mean another classification of job position——

Mr. FRANK. Not regional administrator ?

Dr. LENORA ALEXANDER [continuing]. And not the regional administrator level.

Mr. FRANK. So you have ruled out job sharing for the regional administrator level?

Dr. LENORA ALEXANDER. I feel that we have learned something from that experience. These are very small offices. As I indicated to you in my testimony, I have been able to build them up to a level of three persons in each office; very, very small offices. We just do not have the staff in those offices to experiment.

Mr. **Frank**. I take it you are then saying that you have decided that job sharing is not appropriate for the regional administrator level?

Dr. **Lenora Alexander**. I would like to try it at another level, something less than the regional administrator slot.

Mr. **Frank**. I would like to get a specific answer. I don't like to misunderstand people.

You are saying that you do not think there should be job sharing at the regional administrator's level?

Dr. **Lenora Alexander**. No; I have experimented with that; we have learned something from it. As I indicated to you before, I am not opposed to it; but I have learned something from that experience.

Mr. **Frank**. You are not opposed to it. Have you ruled out—I am lost. Have you ruled out job sharing at the regional administrator's level? It sounded to me almost as if you did and it kind of sneaked back in at the last minute, so I would like to be very careful.

Dr. **Lenora Alexander**. No; no, no, no, I think——

Mr. **Frank**. Let me ask this very straightforward question.

Dr. **Lenora Alexander**. You are probably reading a little bit more into it than——

Mr. **Frank**. Have you ruled out job sharing at the regional administrator's level? That seems to me a very straightforward question.

Dr. **Lenora Alexander**. It is something that I am not open to at this time.

Mr. **Frank**. So you have ruled it out at this time?

Dr. **Lenora Alexander**. It is something that I am not open to at this time, as I have indicated.

Mr. **Frank**. All right. Again, I regret that, because I think that—when you say at another level, would that be at a lower level or a higher level within your hierarchy?

Dr. **Lenora Alexander**. Regional administrator is the highest job in the regions.

Mr. **Frank**. How about in the central office? Would you see it at all in the regions? You said it is only a three-person office and that is too small, would there——

Dr. **Lenora Alexander**. There are usually three levels of jobs. There is a regional administrator, program development specialist, and the clerical.

Mr. **Frank**. Would you see job sharing——

Dr. **Lenora Alexander**. I would like to try it at either of those other two levels.

Mr. **Frank**. You would try that. How about in the central office? Would it be at a higher level or would you think at a level in the central office of a management type position, it would be possible to have job sharing?

Dr. **Lenora Alexander**. If someone asked us, we would certainly take a look at it, to see if we could make it work out at that level. I am open to experimentation——

Mr. **Frank**. I am glad you are, Dr. Alexander.

Dr. **Lenora Alexander** [continuing]. In the national office.

Mr. **Frank**. I am simply trying to find out what the policies are on a public policy question.

Dr. **Lenora Alexander**. I am not a hard person, Mr. Frank.

Mr. **Frank**. It didn't seem to me to be an improper question , to be honest with you, to ask you—you said not at this level, and I am trying to find out at what level.

Let me ask with regard to this—you said the cost was a problem in San Francisco. One of the things we asked for was the current budgetary costs of the administrative arrangement that replaced the two job sharers. I am informed by staff that we haven't received that yet, and I would hope that we would.

I am told that the current administrator—but let me ask because we haven't gotten the data yet, so we just have a question we have to answer: Has the current regional administrator been receiving a per diem compensation over and above salary in San Francisco?

Mrs. **Wright**. There has been per diem paid, yes. I am sorry if you didn't get the piece of paper. I had it in my pack as your having received it.

Mr. **Frank**. When? When were we supposed to have received it?

Mrs. **Wright**. In the first package of materials that we delivered to you.

Mr. **Frank**. We will check again.

The administrator who replaced the two job sharers has been getting a per diem. What has that per diem been?

Mrs. **Wright**. I don't know the per diem rate. Our budget office did the figure for us and I thought that was the one that—

Mr. **Frank**. Seventy-five dollars a day was what was suggested.

Mrs. **Wright**. Let me explain how—I have been on long-term assignments also as a Federal worker, and when you are on long-term assignments, you get full per diem for your initial days. After that, you do not.

Mr. **Frank**. At what point did the transition—I guess I would like to know, and we will try and find out again exactly, because the reason for replacing the two was because it was costing too much money. Replacing them with one person who then gets a per diem, I am not sure how much savings we have had in this particular instance, and I would be interested in that specifically.

Mrs. **Wright**. OK.

Mr. **Frank**. It sounds as if you were not making specific criticisms of the performance of Ms. Mixer or Ms. Cobb, but were, rather, concluding that the effort was inappropriate at that level. Is that a correct inference?

Mrs. **Wright**. Our decision was that we felt that it could not work at that level in the San Francisco office, by the way, we were not talking about those individual women's performance.

Mr. **Frank**. You made no criticism of their performance?

Mrs. **Wright**. We did not. As they reported to you, their performance was rated as fully satisfactory against the criteria that we use. And, again, that is not very scientific, but that is what we have to use.

Mr. **Frank**. I understand, it is not a scientific area.

Mrs. **Wright**. So, our decision was based upon the fact that we would have liked to have had a—I am getting awfully close to the testimony of the cases and I am trying——

Mr. **Frank**. May I say something to you?

Mrs. **Wright**. Yes, please.

Mr. **Frank**. I am a lawyer.

Mrs. **Wright**. I know you are, sir.

Mr. **Frank**. One of the great dodges that lawyers engage in is to pretend that somehow or something is pending over here, they can't say it over there. That is not true. There is no rule that is being violated. If you are telling the truth over here, and you are telling the truth over there, there is no problem. So don't let the lawyers buffalo you, don't let the lawyers engage in that dodge that they always engage in.

The fact is that lawyers like to pretend a lot of things. I went to law school in self-defense. I wasn't a lawyer; I was going about my business as a State legislator. I went to law school because lawyers kept doing to me what they are trying to do to you. You say whatever you want to say. And let me tell you, the lawyers are not going to have any legitimate cause for complaint in this particular instance. There may be problems where something might be prejudicial, but I guarantee you the kind of questions we are talking about now, and the stuff that you volunteered when Mr. McKernan asked, you haven't said anything that would in any way prejudice anybody's rights one way or the other.

Mrs. **Wright**. OK. I certainly don't want to do that, and I respect your advice that you have just given me. Thank you very much.

Mr. **Frank**. It's free.

Mr. **McKernan**. If the gentleman will yield for a minute.

Mr. **Frank**. Sure.

Mr. **McKernan**. I just want to point out that free legal advice is worth what you pay for it. [Laughter.]

Dr. **Lenora Alexander**. And we are not paying for this, are we? You know, Mr. Chairman, in this situation——

Mr. **Frank**. Well, I was waiting for an answer, but——

Dr. **Lenora Alexander** [continuing]. We made a management decision based on operational considerations. The decision was not based on performance by the two former RA's.

Mr. **Frank**. Not based on their performance?

Dr. **Lenora Alexander**. No, it was not.

I stand by the decision that was made, and I do not shy away from my right as the Director of the Bureau to make a management decision.

Mr. **Frank**. No one has questioned that. Let me——

Dr. **Lenora Alexander**. I must say, however, that I see this issue as one which by law can be best decided through the appeal process, which is now taking place. Maybe it is appropriate, but I would like to remind you—and I don't know, it may not be appropriate based on the legal advice you are giving me—that my management decision has been upheld by the congressionally-established Merit System Protection Board.

Now, in this instance, if it is the wish and the desire of this body that we try this case here in this forum, I am prepared to do as you wish.

Mr. **Frank**. Let me say first, Dr. Alexander, I did not raise the question with you of this; a colleague did, quite appropriately. Your colleague expanded at some length on that subject, so I was not the one tc introduce any of the specifics. I wouldn't get into anything that was untoward.

Let me also respond to a couple of things that you said. I would like to go back to your very stirring reminder that you had taken an oath of office to uphold the Constitution. I would hope that no one has asked you to do anything that would be in contravention of that oath, and I don't believe that any of the testimony here today suggests anything to the contrary, nor is anyone questioning your legal right to make management decisions.

I would say the fact that the Merit Systems Protection Board upholds a decision doesn't mean that it is a decision that ought not be scrutinized or it is a decision that might not have policy implications with which people disagree.

There are a lot of things that are perfectly within people's legal rights to do, which are legitimate subjects of discussion. I am particularly interested in this discussion because it becomes clearer and clearer to me as we discuss it that, as you both said, there was no criticism intended of the performance of the two individuals. So what we have here is an apparent decision by yourselves that job sharing was inappropriate at the regional administrator's level, are partly for cost reasons, which I must tell you, based on what I have seen so far, I find unpersuasive; partly for other reasons I am not so sure of.

And I regret that. I think that job sharing has enormous advantages, and the decision by the head of the Women's Bureau and her deputy, that job sharing is inappropriate for regional administrator's job, I think will set the cause back because it has been seen legitimately as an issue where women have a great interest.

If the Women's Bureau doesn't take that kind of risk, then others won't also. But if you don't want to discuss it any further, that is fine with me.

Dr. **Lenora Alexander**. I think that job sharing is a very new concept, it is something we are going to have to experiment with; we are going to have to do some research on it and some study, and more experimentation.

Mr. **Frank**. Have you planned any job sharing experiments elsewhere in your agency? Are there any currently under discussion?

Dr. **Lenora Alexander**. At this time, we have not had any requests for such. But in the future we may direct it.

Mr. **Frank**. Might it not be——

Dr. **Lenora Alexander**. In the future we may look at it.

Mr. **Frank**. Might it not be up to you to kind of initiate them? I wonder, particularly, I would tell you, that I would think given what eventuated with regard to San Francisco, I am not wholly surprised that you have not had too many new requests for job sharing.

My sense is that given that, even though it may be a misperception, and I am glad to hear what you said—my suggestion would be that you probably shouldn't wait for people to raise it, but you might let them know that you would welcome such suggestions. Because it is easy to say, I think we would agree, that people might see it there and not understand that that was a set of circumstances that didn't apply.

Dr. **Lenora Alexander**. Your advice is very well taken, Congressman. As soon as we get into it again, we certainly will be happy to sit down and discuss it with you, and let you know what we find.

Mr. **Frank**. Let me just ask you a few more questions.

The policy which was alluded to of the regional administrators being discouraged from meeting other than between 8:30 and 5, that seemed to be a bit of a problem. Could you elaborate on that? Is that an accurate perception?

I guess Ms. Mixer and Ms. Cobb said that even where there was not going to be a request for any additional compensation, but simply a shifting of time, that they were told: "No, encourage them to meet during regular hours." And they said, and others in the testimony have said, that that was a problem. I wonder if you would respond in that regard?

Mrs. **Wright**. We would be happy to, Mr. Chairman.

Let me assure you that we wanted very much to have work accomplished in a regular day. I think, and I am certainly a woman also, that we are being discriminated against as women when we are required to do something in the extraordinary, and normally we do; and one of those extraordinary things happens to be that we can't meet from 8 to 5, it has to be after 5, or at night, or on the weekend. And I am told by our pay laws, that we cannot permit people who are on our payrolls to work without compensation.

Now, maybe I have been advised, incorrectly in that regard, but we did not discontinue meetings after hours; and we did authorize overtime and compensatory time for such work activity on evenings and weekends.

Mr. **Frank**. Did you discourage it? I didn't ask you if you discontinued it. But the testimony was that it was discouraged.

Mrs. **Wright**. I would not use that strong a word, sir.

Mr. **Frank**. Have you got one you would use?

Mrs. **Wright**. I think I would say we would prefer that our work could be done in a normal workday.

Mr. **Frank**. You conveyed to the people who work for you that you prefer that they not do this, but not in a way that was discouraging?

Mrs. **Wright**. No, let's see, you are the attorney, sir, and I am not, so I can't banter with you.

Mr. **Frank**. No, I will accept any word, I am sitting in front of you. People came here and said we were told that "We were discouraged" was really what I got—not that they couldn't—but they were discouraged from having these meetings.

Let me say that I agree with you that people ought to be able to meet at other hours. Of course, you know, many of us are in professions, our staffs as well, when they meet with people other than 8.30 to 5.

I will tell you, I haven't found it to be simply women, although I obviously agree with you about discrimination and women. I have found it is a job classification thing—a lot of working people, and a lot of union people, also can't meet except other than from 8:30 to 5. I have found this, as I said, with people in labor unions, or working people in general.

While it would be nice to force the employers to give the people the time to meet during the day, I don't think you do much to put pressure on the employers when you discourage employees of the Women's Bureau from meeting these people after hours. I mean, if the cat is making noise and you go and you punch the dog, I don't think you necessarily have much of an impact on the cat.

And I think when the employer refuses to allow women a chance to meet during the day, and you retaliate by discouraging or not preferring that your employees go to their meetings, which they then hold after hours, I don't think you put much pressure on the employers.

Mrs. **Wright**. Again, I would say that no, we did not discourage our staff.

Mr. **Frank**. If it were necessary to meet with people after hours and they could not get from their employers the right to meet during regular work times, it would be OK for your staff to meet with——

Mrs. **Wright**. Why, certainly, sir; we are doing it right now, and we have been doing it for the years that we have been in the Bureau.

Mr. **Frank**. Well, I am glad. Apparently some people didn't understand that.

Let me ask one last question, we are running late, and I ought to curtail them.

I notice on your meetings, one claim we got and some of the people from the labor union women have expressed some dissatisfaction with the state of your relations—and in particular, and I notice this on your chart—the liaison with the Washington Union Women's Group, which is a group of women who work for labor unions, their liaison is now based in Philadelphia rather than in Washington. They are a Washington-based group. They used to have a liaison, I guess, who was in Washington.

Why is it preferable to have the liaison with the Washington-based union women in Philadelphia rather than in Washington? I mean, is this, "on the whole, I would rather be in Philadelphia" philosophy, or what explains that?

Mrs. **Wright**. No, indeed not, Mr. Chairman. It was, again, a decision that if we continued to operate in the way in which we were, we would be treating region III regional administrator quite differently from the other regional administrators.

We do not, as a matter of fact, maintain the constituency groups in Washington, DC, that we require of our regional administrators. Washington, DC, is in our Philadelphia region, and it is the Philadelphia regional administrator's responsibility as stated in the performance standards—to maintain liaisons and networks with women's organizations and groups.

Mr. **Frank**. But you are talking here about nationally based organizations, the labor unions, and the women who work professionally for them, and they are all based in Washington. And prior to your administration, it was done out of Washington. I don't understand why it makes more sense not to make a reasonable exception in this case. I can understand that with constituency groups, because most constituency groups tend to be spread all over the country.

But we are talking here about national union representatives. And given the mandate of the Women's Bureau, women who, it would seem to me, have a particular relevance to your role, professional women and union women who are studying the role of women in the workplace.

I guess I would think that that would be much better handled and ought to be saving a lot of people a lot of money if a group based in Washington, a national group, could meet with someone in Washington.

Mrs. **Wright**. Mr. Chairman, if we would say that in this instance, then we are saying that our regional administrator in Philadelphia should not maintain the Washington, DC, area.

Mr. **Frank**. I wouldn't say that. Let me rephrase it, apparently I was misunderstood.

Mrs. **Wright**. All right.

Mr. **Frank**. To the extent that there are constituency groups that are scattered throughout a region, some in Washington, some in Phiadelphia, and some in whatever region there is, then I would expect the normal regional structure to prevail.

But where we are talking about a group of women who have a national constituency, who represent national labor unions, and they are not just a regional group, these are women who work for unions including national unions, I would think that would be handled by your national office—and you have, I gather, 40 people in Washington and two in Philadelphia. Given that important group, they don't seem to me just a regional constituency; they seem to me to be a national constituency more appropriately dealt with in Washington. And I don't think that would detract from the regional structure being maintained in the same way and every other way.

Mrs. **Wright**. I suppose we just might disagree on that particular score. You know, the Washington office is trying to do any number of other things in that Washington office with the few people that we have.

There are also, I believe, national organizations in other locations other than Washington, DC.

Mr. **Frank**. And they would appropriately be dealt with in other locations than Washington, DC, I agree with you.

Mrs. **Wright**. That is correct, because that is where they are.

Mr. **Frank**. But being in Washington, it would seem to me better to deal with them in Washington.

Mrs. **Wright**. Again, what we are trying to do is not make differences among the requirements of our regional administrators.

Mr. **Frank**. That has contributed, I gather from reading the testimony, to a feeling on the part of some of the labor union women that it has been a reorientation away from their interests toward upper economic interests. That might not have been the motivation, but I can see where they agree that it is the effect. And having a Washington-based group of working union women who are now told after many years that they have to go to Philadelphia to do their liaison or that Philadelphia has to come to them—

Mrs. **Wright**. That is not true. They don't have to go to Philadelphia.

Mr. **Frank**. Well, the person from Philadelphia comes to them—not as convenient, and it is not as easy, and sometimes they may have to go there, you only have one regional administrator ; you are worried about travel costs.

Dr. **Lenora Alexander**. Let me point out something, Mr. Frank. We are talking about two bodies: the Coalition Labor Union Women being a national body—in fact, we just met with them about 2 weeks ago. One of their representatives was in for a constituency group meeting. When we talk about WUW, we are talking about a community-based organization, probably a subset of CLUW, Washington-based. And in the performance requirements of the Philadelphia regional administrator, she has responsibility for carrying out activities in Washington. It would not be very fair on our part to take her activities and bifurcate them or transfer them to the national office and thereby let her not achieve her performance standard.

Mr. **Frank**. That is rather circular, Dr. Alexander.

Dr. **Lenora Alexander**. No, we have made the management decision.

Mr. **Frank**. Please, that is rather circular. You could simply change the performance standards. These performance standards were set by you. So it doesn't make sense for you to say oh, I couldn't do that to her because that would be unfair to performance standards; you could change the performance standards.

Dr. **Lenora Alexander**. We don't wish to treat any one regional administrator any differently from the other. The regional administrators work with their local community-based organizations in their areas; and this is what we have done in that instance.

Mr. **Frank**. I have to go back and say again, when you say to me that you couldn't do that because it would violate her performance standards, that seems to me kind of a bureaucratic dodge because you control the performance standards. And refusing to take into account these kind of specifics, I think it counts for some of the unhappiness and a sense of distance that apparently has arisen between yourself and some of these union women.

Most of it, I think, is not the Bureau, it has to do with administration policies, but I think it has been exacerbated.

Dr. **Lenora Alexander**. We have a difference of management opinion.

Mr. **Frank**. We are running out of time. Mr. Owens, unfortunately, had to leave.

Thank you, Dr. Alexander.

We will move on to our next panel.

Dr. **Lenora Alexander**. Thank you.

Mr. **Frank**. We will now hear from Ms. Ellen Wernick, Ms. Pat Thomas, Ms. Constance Woodruff, Dr. Florence Hicks Alexander, Ms. Dorothy Height, and Dr. Quincalee Brown.

Ms. Height may have had to leave and we will get her statement.

All right, we appreciate the fact that some of the panel members weren't able to stay. We will begin with the order in which I have things here on the paper.

Dr. Brown has, unfortunately, had to leave. Again, the Chair apologizes and appreciates the sticktoitiveness of people who have been able to come. Dr. Brown will be represented by Kristin Stelck, I believe. Have I got that name right?

Ms. **Stelck**. Yes.

Mr. **Frank**. Yes, thank you.

We will begin with Ms. Ellen Wernick, who is the executive director of the Coalition of Labor Union Women Center for Education and Research. She will be representing Joyce Miller, who is president of the Coalition of Labor Union Women.

I obviously ask your indulgence, if you can get to the heart of the matter—I want you to say what you have to say, but we don't need repetitions. We will put everybody's statement into the record and we will have some time for questions. Please proceed.

STATEMENT OF ELLEN WERNICK, DIRECTOR, CENTER FOR EDUCATION AND RESEARCH, COALITION OF LABOR UNION WOMEN, ON BEHALF OF JOYCE MILLER, PRESIDENT

Ms. **Wernick**. I did summarize my full testimony, as was requested.

Mr. **Frank**. Thank you.

Ms. **Wernick**. My name is Ellen Wernick, and I am the director of the Center for Education and Research of the Coalition of Labor Union Women.

Joyce Miller, CLUW's national president, asked me to extend her regrets that she is unable to testify personally today.

CLUW is a national membership organization of union women and men working to end discrimination which prevents women from full participation in the workplace and in society.

Since the inception of the Women's Bureau, labor union women have been a natural constituency group and strong supporters of the Bureau. The formation of CLUW in 1974 strengthened this relationship and expanded cooperation, particularly at the regional level.

Our formal testimony provides examples of this long-term relationship of communication, consultation, and involvement.

In 1981, when President Reagan proposed what would be essentially the elimination of the Women's Bureau through budget cuts, union women around the country worked through CLUW and their individual unions to defeat his attempt. But there are other ways for the White House to subvert the legislative intent of the Bureau.

The policy and budget limitations placed on the Bureau and its staff reflect this administration's philosophy that it is not the responsibility of the Federal Government to promote the welfare, improve the working conditions, or advance the employment opportunities of wage-earning women.

I would like to touch on four areas we believe reflect the Bureau's reduced commitment to working women.

First, by eliminating labor organizations from their definition of the private sector. The last substantive involvement of CLUW with the Bureau was more than 2 years ago when Joyce Miller participated in a Conference on Private Enterprise and Nontraditional Employment for Women.

When a symposium, mentioned in Dr. Alexander's testimony, was held in September of 1982, and I quote, "to gain input from various sectors on how effectively employment issues are being addressed and to identify new and emerging concerns that are accompanying changes in our contemporary society," organized labor was not one of the sectors invited to participate.

The meetings which are held for constituency groups are not forums for discussion, but merely vehicles for presentations. At a meeting last year, Secretary Donovan spoke but allowed no questions, and any participant wishing to address questions to Dr. Alexander or other Bureau staff had to first put them in writing.

At a meeting held two weeks ago for constituency groups, we first learned about the five economic research projects underway at the Bureau. Except for the transition of military skills to the civilian work force, unions represent women in each of the areas being studied. But neither CLUW nor individual union headquarters have been contacted about these projects to offer resources, experience or assistance.

At this same meeting, we learned of the model school curriculum Women in Nontraditional Careers. Yet, when I spoke later to people at the American Federation of Teachers and the National Education Association, no one had heard of it.

Such lack of involvement of national organizations representing working women affects not only the direction but also the eventual implementation and replication of program models developed by the Bureau.

As an additional area in the severing of our relationship, the most recent example is the working family seminar series sponsored by the Swedish Information Service and the Coalition of Labor Union Women. We requested that the Women's Bureau cosponsor this seminar series with us and that the Bureau assign a top-level representative to participate in the conferences and meetings held in San Francisco, Washington, DC, and New York City.

The Bureau declined to be a cosponsor despite its alleged child care program priority, and despite the presence of the Under Secretary of the Swedish Ministry of Labor and the Secretary of the Commission on Children and Youth of the Swedish Ministry of Social Affairs, the Women's Bureau was represented by a staff person. There was no other representative from the Department of Labor.

In terms of child care and our exclusion from programs and involvement with the Bureau, as evident in Dr. Alexander's testimony, unions were not included in the child care panels and discussion groups in New England. In the new video tape on child care that has just been completed, there is no mention of collective bargaining or unions.

And I am still trying to calm down from learning that Equitable Life Assurance is an exemplary corporate employer when in fact it has been found guilty of violating the labor laws of this country as its female clerical employees organized. I am still shaking on that one.

Mr. **Frank**. Let me ask you for clarification, you said it was found an exemplary employer by whom?

Ms. **Wernick**. I am quoting from Dr. Alexander's testimony—exemplary corporate employer as part of its corporate linkage, project I understand.

Mr. **Frank**. Equitable——

Ms. **Wernick**. Equitable Life Assurance Society.

Mr. **Frank**. And what were you alluding to in terms of a violation?

Ms. **Wernick**. They were found to be illegally refusing to recognize and bargain with the union.

Mr. **Frank**. By whom were they found guilty?

Ms. **Wernick**. The National Labor Relations Board.

Mr. **Frank**. When was that? Is that recently?

Ms. **Wernick**. 1983.

Mr. **Frank**. I stress that because to have been found guilty of violating the National Labor Relations laws under this National Labor Relations Board is——

Ms. **Wernick**. Is something.

Mr. **Frank** [continuing]. Really to be a violator. So I am impressed with the vigor of their violation.

Please continue, Ms. Wernick, I am sorry to interrupt you but I thought that was worth mentioning.

Ms. **Wernick**. The second area I would like to speak about has been the severe restricting of communications and contact between the Bureau and working women at the regional level.

In past years, CLUW conferences and programs dealing with apprenticeship, EEO enforcement, job training, and child care were often planned with the involvement and assistance of Women's Bureau regional administrators. And they or other Bureau staff often attended these conferences providing technical expertise to participants.

As has been mentioned, regional staff are now all but prohibited from attending such conferences since they are held in the evening or on weekends. An assumption that if working women really care about an issue they will attend programs during working hours just underscores the gulf that exists between this administration and the majority of working women.

For women in nontraditional jobs, the regional offices were strong and effective allies. Bureau staff in several regions helped women in the trades form support groups and, more importantly, helped see that equal employment regulations were enforced by Federal contractors.

CLUW chapters and other groups indicate that there is currently no outreach, information, or assistance from regional offices regarding employment issues. Members of CLUW in the San Francisco region worked closely with Madeline Mixer and Gay Plair Cobb and recognized their dedication and creativity. We were horrified at their treatment.

Third, stopping or slowing publication of information about women in the work force. Until 1981, the Bureau was the major source of economic analysis and data on working women and the laws which protect them.

The Bureau's publications were distributed to thousands of union women and men at conferences, conventions, and schools, including the conferences which led to the founding of CLUW.

The 1975 Handbook on Women Workers served as our bible until the statistics became too outdated. It is our understanding that the revision of this book was ready to go to print in 1981. Should it actually appear in August, as we hear it now is supposed to, the data will be 2 years old.

It is discouraging to examine the most recent publications list from the Bureau and find that only 11 of the 44 publications listed are dated after 1980. Further, none of the programs undertaken by the Bureau in the last 3 years have resulted in new models or information being published. There is no way that we can find out unless we are told by word of mouth what the Bureau is doing and where they are doing it.

Finally, there is a noticeable shift in the Bureau's target efforts. Today, primary attention is paid to women entrepreneurs and managers. These are not new target groups receiving attention from the Bureau.

In 1980, the publication Women in Management was issued. Also in 1980, I directed a 1-year project funded by the Bureau to identify employment concerns of women in professional and technical occupations.

What is new is the apparent imbalance of attention and resources aimed towards upper income women at the expense of women in pink collar jobs and women in other previously targeted groups such as women of color and women in nontraditional blue collar jobs.

These four areas indicate just how severely the current Administration has diminished the Bureau's role as the voice and advocate of wage-earning women.

Women in labor organizations are well aware of the importance of a strong voice for working women within the Department of Labor, no matter who occupies the White House.

We are concerned about the disintegration of communication and cooperation between the Director and ourselves, but more importantly, we are concerned about the distortion of the Bureau's mission and what we see as the virtual abandonment by the Federal Government of wage-earning women under this administration.

We thank you for holding these hearings.

Mr. **Frank**. Thank you very much, Ms. Wernick.

[The prepared statement of Ms. Miller follows:]

TESTIMONY BEFORE THE HOUSE GOVERNMENT OPERATIONS SUBCOMMITTEE ON MANPOWER AND HOUSING

July 26, 1984
Rayburn House Office Building

My name is Joyce D. Miller, a vice president of the Amalgamated Clothing and Textile Workers Union and president of the Coalition of Labor Union Women, an organization representing seven million women who are members of organized labor. I commend Congressman Barney Frank and his Committee for holding these hearings.

Since the inception of the Women's Bureau, labor union women have been a natural constituency group, and have been involved in programs and activities of the Bureau at both the national and regional levels.

In reviewing the past history of the Women's Bureau there are certain facts which stand out. When Esther Peterson was director of the Bureau during the Kennedy Administration, she looked to union women as providing expertise and insights regarding "wage-earning women," and hosted periodic meetings with union women leaders in her office to discuss issues of importance to working women, ranging from the Equal Pay Act to child care to the establishment of commissions of women in the states. Two union women, Mildred Jeffrey and Myra Wolfgang, were the leaders in establishing the first Commission on the Status of Women.

The outreach to and support of women unionists continued through Democratic and Republican administrations.

> In 1972, when Elizabeth Koontz was director, the Women's Bureau hosted a meeting, at the request of several women working on the national staffs of unions, which resulted in the establishment of Washington Union Women. This group of union staff women provided a communication and information flow between the Bureau and women union leaders as well as serving as visible recognition and encouragement of women union staff members. The Bureau served as Secretariat for the group, providing mailing assistance and initial credibility.

The 1975 Handbook on Women Workers, published while Carmen Maymi was director, announced the formation of the Coalition of Labor Union Women with a paragraph about its founding in 1974, including a list of CLUW's four goals.

Following the publication of Federal regulations establishing goals and timetables for women and minorities in the construction industry and in apprenticeship programs, the Bureau worked with the AFL-CIO Human Resources Development Institute on a pilot national program to recruit women into building trades apprenticeship programs.

In 1980, when Alexis Herman was director, the Women's Bureau funded an innovative project with the AFL-CIO Department for Professional Employees to determine the status of women holding professional union staff positions, to promote the training and advancement of women union staffers, and to improve the working conditions of women working in professional, technical and white-collar occupations.

CLUW representatives served as speakers at regional and national Women's Bureau conferences, including the program celebrating the 60th anniversary of the Bureau in 1980.

Women union leaders, representing their individual unions or representing the Coalition of Labor Union Women were consulted by the Women's Bureau regarding many different issues of concern to working women, and, in addition, found it fairly easy to relay concerns to the director at the time, and have those concerns be given maximum consideration.

Around the country, staff of the Women's Bureau regional offices developed important relationships with CLUW leaders and other union women (and representatives of women's organizations) at the local or state levels.

CLUW conferences and programs dealing with apprenticeship, with EEO enforcement, with job training, with child care, were planned with the involvement and assistance of Women's Bureau regional directors, and they or other Bureau staff often attended these conferences, providing technical expertise to participants.

For women in non-traditional jobs, the regional offices of the Women's Bureau were strong and effective allies. Bureau staff in several regions helped women in the trades form support groups and, more importantly, helped enforce equal employment regulations with federal contractors (OFCCP) at the employment level.

In its 1982 brochure, "The Women's Bureau: Working for Equality in Employment for Women," there are two references to union women:

1. "There is also close cooperation with women's organizations, union women;..."
2. "The Bureau works with union women in their efforts to increase women's participation in professional and administrative positions..."

Neither of these statements are true today.

Aside from the meeting called by the Bureau on July 12, 1984, the most recent "close cooperation" with the Coalition of Labor Union Women occurred in 1982.

> In February, 1982, CLUW, along with several women's organizations, participated in a briefing on the Department of Labor's proposals for employment and training legislation. The Women's Bureau was instrumental in having this briefing held after the Legislative Affairs department at DOL had brought other groups in for their comments on the legislation but had not consulted women's organizations.
>
> After Dr. Cole-Alexander was named director, Addie Wyatt, executive vice president of CLUW and vice president of the United Food and Commercial Workers Union, arranged a meeting with her in order that she might get to know some women union leaders. At that meeting, the historic relationship between the Bureau and CLUW and union women in general was discussed, as were several "women's issues." While the meeting was general in nature, there was an understanding on the part of the union women that down the road there would be the development of a positive relationship with the new director.
>
> In the summer of 1982, I (Joyce Miller) was invited to and participated in a conference on private enterprise and non-traditional employment for women. Since then, however, it would appear that the experience and expertise of trade union women are no longer of interest to the decision-makers at the Bureau.

Let me cite some examples:

In September, 1982, the Bureau conducted a symposium "to gain input from various sectors on how effectively employment issues are being addressed and to identify new and emerging concerns that are accompanying changes in our contemporary society." The "sectors" invited to participate included women from academia, the corporate sector, small business, the media, government, international relations, foundations and research institutions.

When we learned of the symposium in the October/November issue of the Bureau's publication, Women and Work, a check with several unions and AFL-CIO departments produced no record of any invitation to organized labor. This despite the previous relationships of the Bureau with Washington Union Women, the AFL-CIO Department for Profesisonal Employees and CLUW.

Dr. Cole-Alexander took more than two months to respond to written correspondence from the Department for Professional Employees and Washington Union Women regarding the lack of union participation in this symposium. When she did reply, she indicated that the symposium was designed primarily for researchers. Since many of the women who are members of Washington Union Women have research responsibilities within their unions, and since CLUW has been in the forefront of identifying "new and emerging concerns" such as equal pay for work of comparable value and child care, and since unions are intimately involved in addressing employment issues, such reasoning indicates a deep lack of understanding of "the concerns of union women" by Dr. Cole-Alexander.

The long-term relationship between the Bureau's national office and Washington Union Women has been severed, as Pat Thomas has described in her testimony.

The Women's Bureau contract with the AFL-CIO Department for Professional Employees was not renewed in 1981.

The most recent example is The Working Family seminar series--in San Francisco, Washington, DC, and New York City --- sponsored by the Swedish Information Service and the Coalition of Labor Union Women. We requested that the Women's Bureau co-sponsor the seminar series with us and that the Bureau assign a top-level representative to participate in the conferences and meetings. The Bureau declined to be a co-sponsor, despite its alleged child care program priority. And despite the presence of the Under-Secretary of the Swedish Ministry of Labor and the Secretary of the Commission of Children and Youth of the Swedish Ministry of Social Affairs, the Women's Bureau was represented by a staff person; there was no other representative from the Department of Labor.

Two union women did participate in a constituency meeting in July, 1983, at which time the objectives of the Bureau were presented. Secretary Donovan spoke but allowed no questions and there was a fairly low turnout. Other groups present included Wider Opportunities for Women, the Girl Scouts of America, and Women in Radio.

There have been no efforts on the part of the Bureau to hold a meeting primarily for women from organized labor to discuss the activities and concerns of working women.

At the regional level, union women have lost access to the Bureau's expertise since regional staff are all but prohibited from attending evening and weekend conferences. There seems to be an assumption at the top level of the Bureau that if working women really cared about an issue they would attend programs during the week; and since men don't schedule conferences on Saturday or Sunday, women shouldn't.

This type of thinking perhaps best typifies the chasm that exists between Administration policy-makers and wage-earning women.

The visibility, advocacy and creativity of the Bureau's regional officers no longer exist and all working women in this country are the worse off for it.

The other significant change has been in the Bureau's role as the offical federal resource on the status of women in employment and related areas.

For years, the Bureau served as the central clearinghouse for economic and legal information about women. The publications and statistical analyses provided by the Bureau were the major sources of data on working women and were used by thousands of people around the country. The 1975 Handbook on Women Workers, for instance, was a unique resource. Unfortunately, the updated version, to have been published in 1981, is still "in the works."

The publications "Twenty Facts on Women Workers" and "Brief Highlights of Major Federal Laws on Sex Discrimination in Employment," both published in 1980, were distributed to thousands of union women and men at conferences, conventions and schools, as were publications about pregnancy discrimination and apprenticeships.

The Women's Bureau was always the first place women unionists turned to for statistical data. The CLUW Center for Education and Research's Empowerment Project depended on the economists on the Bureau staff for assistance and information about women in the workforce.

It is discouraging, to say the least, to examine the most recent publications list from the Women's Bureau and find that the only publications developed in 1983 were the History of the Women's Bureau, 1920-1983; and A Working Woman's Guide to her Job Rights, and that only 11 of the 44 publications listed are dated after 1980.

Most significantly, the Bureau has neither revised nor developed materials regarding women heads of households, women's earnings, or similar economic and employment data, nor about careers and job options.

Even publications relating to current Bureau programs are not available. The model high school curriculum for expanding career options, Women in Non-Traditional Careers is still in the process of being "reprinted." Each regional office received only 39 copies but were instructed not to distribute or use them unless they held a seminar on the program first--which they can't do until they receive the new materials.

We recognize that budget cuts and printing restrictions have contributed to this situation but during a period of continuted high female labor force participation, growing poverty among women and their families, and shifting job opportunities, it is ironic that the Bureau has abdicated its resource and statistical research role regarding women workers.

Activities of the Bureau in relation to the needs of working women generally.

There has been a noticeable shift in the Bureau's priorities towards women entrepreneurs and professionals in the private sector. Broadening the Bureau's constituencies to include these women would have been viewed as a positive step if it had not coincided with an obvious reduction in attention to and involvement of women who work in pink and blue-collar jobs.

The activities of the Bureau on behalf of working women under past administrations is severely diminished. The few programs sponsored by the Bureau receive little publicity for replication, and as pilots or models, thus have little impact on the movement of young women into non-traditional jobs or on the supply of employer-sponsored child care.

If research is being conducted by the Bureau on issues which affect large segments of working women, such as reproductive health hazards, new technology, or electronic homework, we have not been able to find out about it.

We question the relative effectiveness of monies spent on "roundtables" and symposiums--the proceedings of which are not publicized--compared to using those funds for research and statistical information so that the American public would have a better understanding of working women and their workplace concerns in the last 3-1/2 years.

I have spoken about the impact of changes in the Women's Bureau on those of us outside the Bureau. I feel I must also comment on the treatment by the Bureau management to its staff, especially those in responsible positions around the country.

> Regional Administrators in San Francisco who had been sharing the job were fired* because "it cost too much" to have two people sharing one job. This despite the Bureau's support, in the past, of flexible working policies. The interim administrator, appointed to take their place, has already spent more in travel than either of the two previous Regional Administrators' combined travel budget.
> *This action is the first of its kind since the Bureau's inception in 1920.
>
> The Regional Administrator in Denver resigned after she was forced to drop out of several conferences she had planned for minority and blue-collar working women. The reason she was forced to do this was allegedly because it would be "discriminatory" to single these women out, even though by planning such conferences, she was meeting the needs of constituent working women. In addition, when she planned to use Bureau funds to mail announcements for the conferences, she was told that such use of funds was outside the bounds of Bureau policy.
>
> A Women's Bureau conference mailing to business and entrepreneurial women, however, was paid for by the Small Business Administration.

Summary

For 61 years, the Women's Bureau played a significant role to "promote the welfare of wage-earning women; improve their working conditions, increase their efficiency, and advance their opportunities for profitable employment."

Under the Reagan Administration, the Women's Bureau as the voice and advocate of "wage-earning" women has been effectively silenced. The initial attempt to kill the Bureau through tremendous budget slashes was defeated by women's organizations and the labor movement.

But there are other ways for the White House to achieve its goal, and the Reagan Administration's basic philosophies towards working women are evident in the policy and budget limitations placed on the Bureau and its staff.

In short, in our estimation, there has been a complete disintegration of cooperation and communication between the Bureau and labor union women, at the national and regional level and that is why we are here today.

Again I want to commend Congressman Barney Frank and his staff for making these hearings possible.

Mr. **Frank**. We will next hear from Ms. Pat Thomas who is president of the Washington Union Women.

STATEMENT OF PATRICIA THOMAS, EDUCATION DIRECTOR, SERVICE EMPLOYEES INTERNATIONAL UNION, AND CHAIRPERSON, WASHINGTON UNION WOMEN

Ms. **Thomas**. Thank you. I am Patricia Thomas, education director for the Service Employees International Union, and chairperson of Washington Union Women, an organization of some 125 women staff of Washington-based labor organizations.

Mr. Chairman, thank you for the opportunity for Washington Union Women to present our views regarding our relationship to the Women's Bureau.

Washington Union Women, or WUW, was established in 1972. The Women's Bureau and a group of union women leaders wanted to establish a joint activity to share information and to educate women who had special staff responsibilities in unions.

Mr. **Frank**. Let me interrupt you at this point in time, Ms. Thomas, because a question arose when I was discussing this with Dr. Alexander, and I want to clarify your status.

Women who have special staff responsibilities in unions—are these locals that operate in Washington?

Ms. **Thomas**. No; they are national headquarters.

Mr. **Frank**. So these are all women who work for national unions, have the national orientation?

Ms. **Thomas**. That is correct.

Mr. **Frank**. It is physically in Washington because that is where the national headquarters of the unions are. So it is an organization with a national focus rather than one with a Washington local focus?

Ms. **Thomas**. That is correct.

Mr. **Frank**. Thank you.

Ms. **Thomas**. The Union Women and the Women's Bureau set up a simple format for this group. The meetings are held monthly, the brown bag lunches. The program resources come from the participants themselves and from labor, government, labor education, the legislative community.

The Women's Bureau serves as the secretariat. It maintains the files; it had arranged for the meeting place; and sent out the mailings. And a staffwoman from the Bureau served as liaison to WUW.

We have no dues, no membership cards; we pay no expenses or honoraria to our speakers; we do not make policy, and we do not make political stands.

But with this simple format, and with the commitment of the women from both the unions and the Women's Bureau, we moved forward to establish communication lines that had not been open before.

The flow of communication was beneficial to both parties, especially in the early 1970's when the women's movement was gaining strength. Both of us had similar constituencies whom we wanted to and needed to serve better. We shared information, we shared materials, we shared contacts in the field, and we shared our ideas on the issues.

This already good relationship between WUW and the Women's Bureau improved under the Carter administration. The Bureau, under the directorship of Alexis Herman, placed a high priority on employment and training issues for women in nontraditional jobs, minority women, and women reentering the labor market.

The Bureau actively sought the expertise of organized labor in developing policies and programs.

Both the Women's Bureau and the labor union women realized the importance of networking long before it became trendy. The success of WUW as an education and information program, and as a network for women working in a predominantly male field, prompted the Bureau to publish a report in 1978 entitled, "The Washington Union Women's Group: A Model for Replication."

Alexis Herman noted in the publication that WUW was a: "natural development of the long-time relationship between the labor movement and the Bureau." And from the Bureau's inception, the two had been allies.

Certainly we union women shared these sentiments. Together, we believed that WUW was a valuable asset in helping the Women's Bureau follow its constitutional mandate.

We were further proud that this alliance had remained strong throughout both Democratic and Republican administrations.

However, it has undergone serious strains since the Reagan administration. And, unfortunately, the Women's Bureau has effectively ceased its sponsorship of WUW and cut off its communication lines to women in the labor movement.

In 1981, we welcomed the appointment of Dr. Lenora Cole-Alexander as Director of the Bureau and she expressed her support for WUW and her belief that the Bureau must work together with women in the labor movement.

Shortly afterwards, however, we learned that the Women's Bureau had sponsored a 1-day symposium on the future of working women, and they had invited women from all different fields to discuss what was needed in research policy and action programs. Dr. Alexander spoke of this this morning. But no one from a labor organization had been invited to this important meeting.

We wrote Dr. Cole-Alexander and expressed our disappointment and were told that this symposium was one of many which would be held with different constituency groups. And in no way did the Bureau mean to slight us.

But to my knowledge, no other symposiums of issues were held. Although in the wake of publicity over the gender gap, one was discussed in late summer of 1983, however, there was no followup.

Last summer, our liaisons from the Women's Bureau informed us that changes were taking place which they believed would affect WUW. Policies for mailing were changed, and in September, the Bureau would no longer send out out meeting notices.

We, from WUW, arranged to have our unions do the mailings and continued to meet.

Likewise in September, our Women's Bureau liaisons of many years, very competent women, were reassigned. The Bureau assigned us a staff woman from their Philadelphia office. Now, this was absurd, as I think, Mr. Chairman, you tried to point out, since this woman has to travel to Washington for our monthly meetings, at Government expense, when there was competent staff right here in Washington; doubly absurd, considering the Reagan administration loudly campaigned to cut Government spending and waste. Do all meetings in Washington, DC, get covered by region III?

At no time during these changes did we receive any direct or formal communication from Dr. Cole-Alexander notifying us of these changes or the reasons for them.

We do continue to meet monthly because we believe it is valuable to our work. However, the Women's Bureau does not sponsor, does not participate, and has thus stopped the meaningful dialog that had existed for more than 10 years.

Since they do not participate, how can they get a true picture of the labor side of working women's issues?

They didn't have a true picture when they included Equitable as an exemplary employer when it has failed to bargain with district 925 of my union for the past 3 years. And we doubt that there is another source of information that can approach what WUW has been doing for the Women's Bureau and Federal Government in relaying working women's concerns to administration.

In conclusion, WUW is extremely disappointed with the actions of the Women's Bureau concerning our organization. We are appalled that the Bureau lacked the common courtesy to even communicate with us in ending their sponsorship.

But it is clear that Dr. Cole-Alexander carried out her orders, and the activity of the Women's Bureau simply mirrors the rest of the Reagan administration's insensitivity to the concerns of working women.

Mr. Chairman, the Women's Bureau is simply not fulfilling its mandate. I know that you and your committee will do everything you can to persuade the Bureau to undertake its proper role.

Thank you.

[The prepared statement of Ms. Thomas follows:]

STATEMENT OF PATRICIA THOMAS

CHAIRPERSON, WASHINGTON UNION WOMEN

I am Patricia Thomas, Education Director for the Service Employees International Union, AFL-CIO and chairperson of Washington Union Women (WUW), an organization of some 125 women staff of labor organizations.

Mr. Chairman, thank you for the opportunity for Washington Union Women to present our views regarding the Women's Bureau of the Department of Labor.

Washington Union Women (WUW) was established in 1972. The Women's Bureau and a group of union women leaders wanted to establish a joint activity to share information and to educate women who had special staff responsibilities in unions.

The program began with several exploratory luncheon meetings sponsored by the Women's Bureau which included AFL-CIO and independent union's women staff representatives. The interest grew and the program became established as a regularly scheduled union women/Women's Bureau activity.

The union women and the Women's Bureau set up a simple format for the group. The meetings, brown-bag lunches, are held monthly and rotated between meeting space in the Labor Department and various union headquarters. Program resources for the meetings are drawn from among participants themselves as well as from government, labor, labor education, and from legislative, community and women's organizations.

The Women's Bureau agreed to serve as secretariat: maintaining the files, arranging for the meeting place, and notifying the participants of the meetings. A staffwoman from the Bureau was assigned as liaison to WUW.

WUW has no dues, no membership cards, and pays no expenses or honoraria for its speakers. WUW is not a policy-making body nor does it take official political stands on issues or candidates. An Agenda Committee representing unions and a Women's Bureau liasion are responsible for planning the meetings.

With this simple format, and with the commitment of the women involved from both the unions and the Women's Bureau, WUW flourished. WUW opened up valuable lines of communication on women's issues between Women's Bureau and Labor Department staff and union staff. Indeed, WUW was the only link between the Labor Department and the union movement on women's issues.

This flow of communication was beneficial to both parties, especially at this time in the early 1970s when the women's movement was gaining strength and women were rightfully demanding equal rights. Both of us had similar constituencies whom we wanted to and needed to serve. We shared information, we shared materials, we shared contact persons in the field, and we shared our ideas and solutions on the issues.

The WUW programs of the 1970s highlight the issues that the Labor Department and union movement worked on together: women in occupational safety and health, employment and training for working women, child care, pregnancy disability, and pregnancy benefits legislation.

The already good relationship between WUW and the Women's Bureau improved under the Carter Administration.

The Bureau under the directorship of Alexis Herman placed a high priority on employment and training issues for women in non-traditional jobs, minority women, and women re-entering the labor market. The Bureau, and the entire Labor Department headed by the competent friend of labor, Ray Marshall, actively sought the expertise of organized labor in developing policies and programs on employment issues.

Both the Women's Bureau and labor union women realized the importance of "networking" long before it became trendy. It was through the network of WUW that the Women's Bureau awarded a grant to help establish the Women's Project of the Department of Professional Employees, AFL-CIO. Specifically, the grant funded a series of staff training for union women headquarters and field staff. This training, unique at the time, has been replicated by many unions including my own and has been a superb contribution to the labor movement.

The success of WUW as an education and information program and as a network for women working in a predominantly male field prompted the Bureau to publish a report in 1978, WUW--The Washington Union Women's Group: A Model for Replication. The report chronicles the structure, benefits and programs of WUW and offers suggestions to those who want to establish a program similar to WUW.

Alexis Herman, Director of the Women's Bureau noted in the foreword of that publication this Washington Union Women was a "natural development of the long-time relationship between the labor movement and the Bureau. From the Bureau's inception, the two had been allies. They were together, for example, in the struggle for minimum wage and Social Security legislation. More recently, they worked to secure and implement anti-discrimination legislation in behalf of women, such as equal pay and equal opportunity in the workplace."

Certainly the union women shared those sentiments. Together, we believed that WUW was right and proper and a valuable asset in helping the Women's Bureau follow its constitutional mandate to "formulate standards and policies which shall promote the welfare of wage-earning women, improve working conditions, increase their efficiency, and advance their opportunities for profitable employment."

We were further proud that the alliance between WOW and the Women's Bureau had remained strong throughout both Democratic and Republican administrations.

However, that alliance has undergone serious strains since the Reagan Administration took office. And unfortunately, the Women's Bureau has effectively ceased its sponsorship of WOW and cut off its communication lines to women in the labor movement.

WOW welcomed the appointment of Dr. Lenora Cole-Alexander as director of the Women's Bureau in the fall of 1981. Dr. Cole-Alexander came to the job with impressive credentials from the academic community. We invited her to address us at one of our meetings and she expressed her support for WOW and her belief that the Bureau must work together with women in the labor movement.

Shortly afterward, through the Bureau's publication Women and Work, of October/November 1982, WOW learned that the Women's Bureau had sponsored a one day symposium on the future of working women. The symposium had brought together women from academia, the corporate sector, small business, the media, government, international relations, and foundations and research institutions. The purpose, in Dr. Cole-Alexander's words, was to "gain input from various sectors on how effectively employment issues are being addressed to identify new and emerging concerns that are accompanying changes in our contemporary society." The symposium was an opportunity to discuss what was needed in the areas of research policy and action programs, thus providing some direction for the Bureau.

Since no one from a labor organization had been invited to this important meeting, WUW wrote Dr. Cole-Alexander expressing our disappointment and requesting that we be included in such future dialogues. In reply, Dr. Cole-Alexander dispatched her special assistant, Dr. Annie Neal, to a WUW meeting to explain that this symposium was one of the many which would be held with different constituency groups. In no way did the Bureau mean to slight us.

WUW members pointed out that every constituency group had been invited to the symposium and that the issue was a critical one on which labor could provide expertise. Dr. Neal explained that this conference was meant for professional women.

Her statement certainly irked WUW members and demonstrated her lack of understanding. As chair, I pointed out that union staffwomen are professional women.

To my knowledge, no other symposiums on issues were held, although Dr. Cole-Alexander, Gloria Johnson of the International Union of Electrical Workers and Chairperson of the Women's Committee of the Department of Professional Employees, AFL-CIO, and I discussed one in August, 1983.

At that time, the Bureau expressed interest in holding a one-day seminar in the fall and inviting labor union staffwomen to discuss issues of mutual concern. Ms. Johnson and I were introduced to a consultant to the Women's Bureau who would be planning this symposium. However, there was no followup and no symposium was ever held.

During last summer, our liaisons with the Women's Bureau informed us that changes were taking place at the Bureau which they believed would affect WUW. Policies for mailing were being reviewed and it appeared that the Bureau would no longer send out the WUW mailing notices. This in fact happened, beginning in September. The members of the Agenda Committee decided to approach their unions to do the mailings and the unions now take turns doing them.

Likewise in September, our Women's Bureau liaisons were reassigned. The Women's Bureau assigned a staffwoman from their Philadelphia office to be our liaison.

This was absurd, since this woman would have to travel to Washington for our monthly meetings at government expense when there was competent staff right here in Washington. This policy was doubly absurd considering the Reagan Administration's loudly proclaimed campaign to" cut government spending and waste."

At no time during these changes did WUW receive any formal communication from Dr. Cole-Alexander notifying us of these changes or the reason for them. Our new liaison could give us very little information about these developments.

WUW has expressed its disappointment with these developments, and when we reconvene in September, we will be issuing a more formal complaint.

WUW continues to meet monthly to fulfill the purposes it set out to do because we believe they are valuable. However, the Women's Bureau does not sponsor, does not participate, and thus has stopped the meaningful dialogue that had flourished for almost ten years.

Since they do not particpate, how can the Women's Bureau get a true picture of the labor side of working women's issues? How can they fulfill their congressional mandate to fully serve working women? We doubt that there is another source of information that can approach what the participants of WUW have been doing for the Women's Bureau and federal government in relaying working women's concerns to the Administration.

In conclusion, Washington Union Women is extremely disappointed with the actions of the Women's Bureau concerning the organization. We are appalled that the Women's Bureau lacked the common courtesy to even communicate with us in ending their sponsorship.

But it is clear that Dr. Cole-Alexander carried out her orders, and the activity of the Women's Bureau simply mirrors the rest of the Reagan Administration's insensitivity to the concerns of working women.

Mr. Chairman, I am sure that my testimony and the testimony of other witnesses points out that the Women's Bureau is not fulfilling its congressional mandate to help the working women in this country. I know that you and this committee will do everything you can to persuade the Bureau to undertake its proper role. WUW thanks you for your diligence on this important matter.

Mr. **Frank**. Thank you, Ms. Thomas.

I am going to break in just at this point because this became an issue, and I want to make it very clear.

The Washington Union of Women, the issues you have dealt with have been issues of national scope and not regionally?

Ms. **Thomas**. That is correct.

Mr. **Frank**. You would meet with the Bureau previously under previous administrations and talk about matters of national policy, not matters confined to region III?

Ms. **Thomas**. Safety and health, employment issues——

Mr. **Frank**. But all on a national basis?

Ms. **Thomas**. All on a national scale.

Mr. **Frank**. The regional person who is supposed to meet with you, this is the regional administrator. Now, she has not come to your monthly meetings. Has she been invited?

Ms. **Thomas**. She attended the first two meetings, but I don't believe she has attended a meeting since early fall.

Mr. **Frank**. Has she been invited?

Ms. **Thomas**. She has been invited.

Mr. **Frank**. But she hasn't come?

Ms. **Thomas**. Has not attended.

Mr. **Frank**. And, of course, they have been in Washington and that might be part of the problem.

Ms. **Thomas**. They are all in Washington.

Mr. **Frank**. Thank you.

Mr. **McKernan**. Will the gentleman yield?

Mr. **Frank**. Yes, I yield.

Mr. **McKernan**. To follow up on that, who did you meet with before this was transferred to Philadelphia, was there a person in the national office?

Ms. **Thomas**. Yes, there was.

Mr. **McKernan**. And is that person still there?

Ms. **Thomas**. As far as I know—a very competent woman.

Mr. **McKernan**. Do you know whether there are any other national organizations headquartered in Washington that meet with the Women's Bureau here in Washington?

Ms. **Thomas**. Other constituency groups? I understand that they are, but I don't know them specifically.

Mr. **Frank**. The gentleman—do you want me to take back the time?

The chart we got on constituency meetings of the Women's Bureau and national office, only this one was changed. And they listed some, and the others appear all to still be in Washington. And that sort of struck me that——

Ms. **Thomas**. That is the first time I saw that chart.

Mr. **Frank**. This chart says Constituency Meetings, Task Force of American Indian Women, Network on Female Offenders, Metropolitan Coalition of Commissions for Women, National Association of Commissions for Women. They all apparently—and this is the Bureau's chart—all of the others, there's one, two, three, four, five, six—they all continue to meet in Washington, except for the Indian one that the gentleman asked about, which would meet in Washington if it met, I am sure.

200

The others all meet in Washington. The only one of these national organizations that has been removed from Washington, according to the chart which they gave us, is the Washington, Union Women.

Ms. **Thomas**. That is the source of our complaint, Mr. Chairman.

Mr. **McKernan**. Mr. Chairman, I would like——

Mr. **Frank**. I yield to the gentleman.

Mr. **McKernan**. I would just like to be able to furnish for the record a question to be answered by the Bureau whether or not that is the case, and whether there are other national groups that they meet within Washington.

Mr. **Frank**. Certainly.

[The information follows:]

U.S. Department of Labor

Office of the Secretary
Women's Bureau
Washington, D.C. 20210

Reply to the Attention of: OD

SEP 6 1984

Honorable John R. McKernan, Jr.
Ranking Minority Member
Manpower and Housing Subcommittee
Committee on Government Operations
U.S. House of Representatives
2157 Rayburn House Office Building
Washington, D.C. 20515

Dear Congressman McKernan:

This is in response to your August 1, 1984 letter which raised questions originally discussed at the Manpower and Housing Subcommittee hearing on July 26, 1984.

The first issue you raised concerned meetings between staff of the Women's Bureau and members or representatives of the Interagency Task Force on American Indian Women.

Before responding to this inquiry, let me provide some background on this group's origins. Some years ago, the Women's Bureau brought together representatives of Federal agencies that had major program responsibilities for Indians to review each agency's efforts to serve Indian women. As a result of a recommendation by the participants of that meeting, the Bureau convened a symposium comprised of Indian women who were leaders in their communities. This symposium marked the beginning of a continuing dialogue between Indian women and resource people in the various Federal agencies. It was the volunteers of participating agencies who planned and coordinated this symposium that became the Interagency Task Force on American Indian Women. The task force was not a formally established advisory body, but a group of interested persons who wanted to serve as advocates for Indian women's issues and concerns in the public and private sectors. The Bureau, as the sponsor of the group, held conferences with Federal agency representatives and Indian women to learn how Federal agencies might assist these women in advancing their careers.

As evidenced by the enclosed data chart, the number of conferences gradually diminished over the years. This is largely attributable to the fact that the task force accomplished its mission. Today, Indian women are much more attuned to what is happening in the public and private sectors. Informal groups and networks of Indian women have developed as a result of these conferences. Additionally, Federal agencies have become more sensitive to the special needs of Indian women and are taking steps to meet those needs.

Another reason there have been no recent meetings of the task force is that the composition of the group has changed. Many former members who left their jobs have not been replaced. As I mentioned before, however, the task force, for the most part, has accomplished its mission.

During this Administration, the Women's Bureau has endeavored to design program initiatives that address the concerns and needs of a broader range of labor force women rather than to target a few selected groups. However, in order to ensure that the issues of Indian women are addressed, I have on my staff an American Indian woman, Ms. Mary W.E. Natani. She is recognized for her expertise in this area and she has a continuing dialogue with women across the country to keep apprised of the situation so that she can represent the views of this group.

In your letter, you expressed concern that the views of the Indian women in the State of Maine be adequately addressed. In order to ensure that this occurs, I will have my Regional Administrator in the Boston office, Ms. Vivian Buckles, provide special outreach to this group.

The second part of your letter requests information about the meetings we have held with constituency groups. In response to your question about which of the organizations on the enclosed chart represent national constituencies, they all do with the exception of Washington Union Women and the Metropolitan Coalition of Commissions for Women. You also inquired as to whether or not this was an exhaustive list of meetings at the National Office over the past three years. It is. In addition, we are holding several more meetings this fiscal year.

The final issue raised in your letter concerned our current liaison situation with the Washington Union Women (WUW). While it is true that WUW is comprised of women from organizations that have national constituencies, the issues that are discussed and the group's impact are usually of local concern. For this reason, we have decided to have WUW handled through our regional office in Philadelphia, the office that is responsible for Washington, D.C. This is consistent with the way all other regional organizations are treated. Our regional structure affords us the most effective and efficient means of maintaining contact with as many organizations as possible.

Thank you for permitting me to respond more fully to the issues of concern to you. I am also very pleased to have had the opportunity to appear before the Subcommittee to describe the accomplishments of the Women's Bureau for the women in the labor force of this country.

Sincerely,

Lenora Cole Alexander

LENORA COLE ALEXANDER, Ph.D.
Director

Enclosure

Constituency Meetings of the Women's Bureau (National Office)

Activity	FY 82		FY 83		FY 84	
	Number of Meetings	Attendance	Number of Meetings	Attendance	Number of Meetings	Attendance
Constituency Meetings (Multi-Group Representation)	1	120	1	40	1	7
Interagency Task Force on America Indian Women (Monthly, Except Summer)	9	180	3	60	—	—
Washingon Union Women (Monthly, Except Summer)	9	315	10	350	*	—
Network on Female Offenders (Quarterly)	4	160	4	160	4	160
Metropolitan Coalition of Commissions for Women (Monthly, Except Summer)	10	100	10	100	4	25
National Association of Commissions for Women (Meeting with the Board)	1	15	1	15	1	15

*Maintained by Region III, Philadelphia.

Mr. **Frank**. We will proceed now with Dr. Florence Hicks Alexander. Dr. Alexander.

STATEMENT OF DR. FLORENCE HICKS ALEXANDER, A WORKING BLACK WOMAN

Dr. **Florence Alexander**. Thank you.

The Honorable Barney Frank, Congressmen, and Congresswomen of the Manpower and Housing Subcommittee of the Committee on Government Operations:

I am pleased to have this opportunity to speak before you today concerning the Women's Bureau, U.S. Department of Labor.

In bringing you my comments, I have spoken personally with several women throughout the country. These women, looking at their affiliations, are members of Alpha Kappa Alpha Sorority, Delta Sigma Theta Sorority, the LINKS, the National Council of Negro Women, the National Bar Association, and young women on college campuses.

So when I bring you my comments, I bring you the comments from persons I have talked with who are in the local communities in various cities in the country that I have recently traveled to in the past month, month and a half, and just talked with them about how they felt the Women's Bureau has impacted upon their lives.

First, the Women's Bureau is the only agency within the Federal Government devoted exclusively to the concerns of working women in America.

As a woman who has worked all of my life, I wanted to come and testify with you today. As such, it serves as a very, very conspicuous vehicle for all women, young and old, black, brown, yellow, and white; impoverished, and disadvantaged, and advantaged. To address their employment needs in this everchanging dynamic society is truly a challenge for the Women's Bureau. Consequently, the Bureau must have the strong support of the administration and must be elevated within the Department of Labor in order to carry out its mandate to 51 percent of our citizenry.

Therefore, I cannot stress too strongly the importance of reorganizing the Women's Bureau to allow it to have an independent function at the highest level within the U.S. Department of Labor.

I feel that this reorganization should be accomplished with a substantially increased budget in order to allow the necessary resources to strengthen the various innovative programs that are now available through the dynamic leadership of Dr. Lenora Cole Alexander.

May I point out to you that the outreach programs that have been sponsored by the Women's Bureau within the past 2 years have indeed been most beneficial. It is my opinion that the constituency group meetings, which are called briefings, that have been held around the country through their Outreach Program has substantially increased the knowledge among all women and men of what is available through the Women's Bureau.

Moreover, the hopes and aspirations of many downtrodden women have been uplifted as a result of the Women's Bureau touching their lives. It is amazing that so much has been accomplished with such meager resources. I strongly urge to substantially increase the budget in this most important area.

The role that the Women's Bureau plays regarding concerns of working women in the international arena is truly to be admired. As a result of attendance of Women's Bureau staff at international conferences within the past 2 years, women in developing and underdeveloped nations have been presented with a viable model upon which to build successful programs directed at improving the status of women in their respective countries through the world of work. As Americans, we all should be proud of the leadership role that the Women's Bureau within our country has exhibited throughout the world.

I was particularly impressed because I had recently traveled abroad and had heard comments concerning our Women's Bureau. One of the main emphasis during the past 2 years has been the interest of women in the corporate structure. I have heard this morning that this corporate structure has been utilized to help underprivileged women, blue collar women, who are secretaries, and who many of them work in the corporate world, but this structure is being used to help lower income women.

The Bureau has tackled the concerns of corporate women and has approached their constituency with vigor and a dedication to improve the numbers and conditions of such women, whether they be advantaged or disadvantaged.

Again, this innovative programming is a direct result of the creativity that has flowed from the Women's Bureau in recent months.

One of the very important issues that has been articulated among women and men with whom I have spoken has been child care. Myself being a mother, I am particularly pleased that the Women's Bureau has championed the efforts for improved child care.

More importantly, guidelines have been produced that will enable businesses themselves to become partnerships with child care arrangements. Again, I applaud the Women's Bureau for the relationship of helping employers to provide child care for working mothers and working fathers.

I stand before you as a black woman in America who has been enlightened by recent speeches of such great leaders as Shirley Chisholm, Paula Hawkins, Barbara Jordan, Cardiss Collins, Elizabeth Dole, and Geraldine Ferraro.

I am filled with the sense of responsibility for black women to become active politically in determining their own destiny. As a political force we can band together and express the needs of special interest groups within our ranks. No longer can we afford to be taken for granted or be overlooked when Federal programs are being planned that will have an impact on the quality of our lives and the lives of our families.

There is a rededication that is sweeping this country among women to become involved and speak out for their rights and rights of their sisters. Accordingly, I strongly recommend the expansion of the programs within the Women's Bureau through the speediest vehicle possible.

In closing, I wish to commend the tireless, dedicated commitment of Dr. Lenora Cole Alexander for her pioneering efforts in setting the standard for excellence of service within the Women's Bureau.

I complement your subcommittee for the efforts that I am confident you will put forth in assuring the continuance and expansion of this unique Bureau.

I thank you.

Mr. **Frank**. Thank you, Dr. Alexander.

[The prepared statement of Dr. Florence Alexander follows:]

TESTIMONY

Florence Hicks Alexander, Ph.D.
A Working Black Woman

Ninety-Eighth Congress

CONGRESS OF THE UNITED STATES
House of Representatives
Committee on Government Operation
Manpower and Housing Subcommittee
2247 Rayburn House Office Building
Washington, D.C. 20515

July 26, 1984

The Honorable Barney Frank, Congressmen and Congresswomen of the Manpower and Housing Subcommittee of the Committee on Government Operations, I am pleased to have this opportunity to testify before the Manpower and Housing Subcommittee with respect to the Women's Bureau within the U.S. Department of Labor.

In bringing you my comments, I have spoken with hundreds of women throughout the country including members of: Alpha Kappa Alpha Sorority, Delta Sigma Theta Sorority, the LINKS, the National Council of Negro Women, and the National Bar Association. Therefore, my comments reflect the views of not only myself, but many prominent persons who are affiliated with the aforementioned national organizations. I felt it important to seek the opinions of others because of the importance of the matters before your Subcommittee today.

Firstly, the Women's Bureau is the only agency within the Federal government devoted exclusively to the concerns of working women in America. As such, it serves as a very conspicuous vehicle for all women -- young and old; black, brown, yellow and white; impoverished and advantaged -- to address their employment needs in this ever-changing, dynamic society. Consequently, the Women's Bureau must have the strong support of the Administration and must be elevated within the Department of Labor in order to carry out its mandate to 51% of our citizenry. Therefore, I cannot stress too strongly the importance of reorganizing the Women's Bureau to allow it to have an independent function at the highest administrative level within the U.S. Department of Labor. This reorganization should be accompanied with a substanially increased budget in order to allow the necessary resources to strengthen the various innovative programs that are now available through the dynamic leadership of Dr. Lenore Cole Alexander.

May I point out to you that the Outreach Programs that have been sponsored by the Women's Bureau within the past two years have been the most beneficial during the past decade. It is my opinion, as well as that of others, that the constituency group briefings held around the country through the Outreach Program have substantially increased the knowledge among all women and men of what is available through the Women's Bureau. Moreover, the hopes and aspirations of many downtrodden women have been uplifted as a result of the Women's Bureau touching their lives. It is amazing that so much has been accomplished with such meager resources. I strongly urge you to substantially increase the budget in this most important area.

The role that the Women's Bureau plays regarding concerns of working women in the international arena is truly to be admired. As a result of the attendance of Women's Bureau staff at international conferences within the past two years, women in developed and under-developed nations have been presented with a viable model upon which to build successful programs directed at improving the status of women in their respective countries through the world-of-work. As Americans, we all should be proud of the leadership role that the Women's Bureau within our country has exhibited throughout the world.

One of the main emphases during the past two years has been the interest in women in the corporate structure. The Women's Bureau has tackled the concerns of the corporate woman and has approached this contemporary matter with vigor and a dedication to improve the numbers and conditions of such women. Again, this innovative programming is a direct result of the creativity that has flowed from the Women's Bureau in recent months.

One very important issue that has been articulated among the women and men with whom I have spoken has been child care. Specifically, the Women's Bureau has championed the efforts for improved child care standards. Most importantly, guidelines have been produced that can be utilized by both licensed day care programs and parents seeking placement for their children in order to free the working mothers and fathers to earn a living without the stresses that accompany concerns about third-party child care. In addition, the Women's Bureau has developed programs to increase the number of qualified child care services throughout the country.

I stand before you as a Black woman in America who has been enlightened by recent speeches of such great leaders as Shirley Chisolm, Paula Hawkins, Barbara Jordan, Cardiss Collins, Elizabeth Dole, and Geraldine Ferrara. I am filled with the sense of responsibility for Black women to become active politically in determining their own destiny. As a political force we can band together and express the needs of special interest groups within our ranks. No longer can we afford to be taken for granted or be overlooked when Federal programs are being planned that will have an impact on the quality of our lives and the lives of our families. There is a rededication that is sweeping this country among women to become involved and speak out for their rights and rights of their sisters. Accordingly, I strongly recommend the expansion of the programs within the Women's Bureau through the speediest vehicle possible.

In closing, I wish to commend the tireless, dedicated commitment of Dr. Lenora Cole Alexander for her pioneering efforts in setting the standard for excellence of service within the Women's Bureau. I compliment your Subcommittee for the efforts that I am confident you will put forth in assuring the continuance and expansion of this unique Bureau.

Mr. **Frank**. We will next hear from Ms. Constance Woodruff, who is president of the National Association of Commissions for Women, and chair of the New Jersey Advisory Commission on the Status of Women.

STATEMENT OF CONSTANCE WOODRUFF, PRESIDENT, NATIONAL ASSOCIATION OF COMMISSIONS FOR WOMEN

Ms. **Woodruff**. Thank you very much, Mr. Frank.

After listening to my sister here, I am not sure that I have too much to say. In the last 64 years, many women's groups have had many kinds of experiences with the Women's Bureau. I have been listening to a lot of the horror stories and I have been listening to a lot of the response from the people who now run the Women's Bureau.

I can only say that as a woman, I certainly would not take some of the things that I have heard. I applaud Ms Cobb for taking her case where it can be heard to the best of her advantage, and that is going the legal route.

I do represent the National Association of Commissions for Women; and heard Mr. Wirtz say that he was disappointed that there is no longer a grass roots woman's movement. I beg to differ with him. The National Association of Commissions for Women is exactly that. It is what I consider a grassroots group. There are 217 commissions, committees, and councils on the status of women, that are members of the umbrella group which is NACW, and they are located in 38 States.

They are women who stand up to be heard and stand up to be counted, and who are extremely political. And that is exactly what we are talking about when we discuss the Women's Bureau. We are talking about pure, naked politics. That is what it is all about, because all of the directors who are appointed are appointed by the President. So, therefore, you are appointed by an elected official. What can it be but politics, no matter how good you may be in the job?

We talked today about Dr. Koontz. Dr. Koontz was a fabulous leader of the Women's Bureau. You talked about Alexis Herman, and certainly she was one of the youngest women to come into the directorship of the Bureau, and she left a particular mark. And now you are talking about Lenora Cole Alexander, and the case really isn't in on her administration altogether at this point.

Each one of those women—and Esther Peterson, and some of the other women who were really pioneers in the movement—brought to the job her own particular style. I think that that is what we have to understand.

I am concerned that the funding is not there. I am concerned that in the last year or so there have been some cutbacks in programs that I use for the benefit of my organization and for my students, because I also am a professor of labor studies. So I am concerned about those things.

I hope, however, that they will be forthcoming. And I understand that the new administration has to have new practices—she doesn't want to repeat, or they don't want to repeat, the same old thing.

I have not received one of those new brochures. I certainly hope that I do. To me, the brochures have been more useful to women in this country than almost anything else the Women's Bureau has done. The research was there, the rural women could use it; the Native Americans, if you will, could use it; certainly the minority women; and of all sizes and shapes, and colors, have been using it. And they have been a tremendous help to us.

We are grateful to the Women's Bureau because the forerunner of the NACW was the Interstate Association of Commissions for Women. That was the original group to bring into focus, and under one umbrella, all of the commissions, councils and committees on the status of women throughout the country.

It was not only the leadership of Esther Peterson at that time, but also Elsie Dennison, who is a veteran with the Women's Bureau, and still there. And the leadership of the commissions throughout the country: of Kay Clarenbach of Wisconsin. And I don't forget the bridges that carry us across—Dr. Emily Taylor of Maryland, and your own Joy Simonson of Washington, DC. With the Women's Bureau, they were the women who put together the structure that you now know as NACW. And as its national president, I am still glad it is still there.

I intend to do a lot with the organization, and I intend to use all of the resources, those that are visible and invisible, of the Women's Bureau. The Women's Bureau, for 64 years, has led, encouraged, awakened, guided, understood, recruited, and stressed service to workers in general, and working women in particular.

And not to insist that those services continue at the same level is simply foolish. It is like cutting off your nose to spite your face, and nothing could be more ridiculous.

Thank you very much.

[The prepared statement of Ms. Woodruff follows:]

TESTIMONY OF
CONSTANCE WOODRUFF, President
NATIONAL ASSN. OF COMMISSIONS FOR WOMEN
BEFORE THE
Manpower and Housing Subcommittee
of the
COMMITTEE ON GOVERNMENT OPERATIONS

Good morning. My name is Constance Woodruff. My residence is 336 Northfield Avenue, West Orange, N.J. I appear before this committee as the President of the National Association of Commissions for Women comprised of 217 commissions, committees and councils for women in 38 states.

I have served as chairperson of the N.J. Advisory Commission on the Status of Women since 1974, affiliating myself and the N.J. Commission with NACW's predecessor, the Interstate Association of Commissions on the Status of Women and the Womens Bureau of the Department of Labor in 1975.

I consider myself fortunate to have known something about the Womens Bureau before that, as an international representative for the International Ladies' Garment Workers' Union, AFL-CIO . I am also a professor of Labor Studies at Essex County College in Newark, N.J., so it has been impossible for me not to know the origin and structure of the Department of Labor and include the Womens Bureau in any discussions of the impact of government on women workers in particular.

While the role of the Bureau may have been rather insignificant in the decade between the 1920s and 1930s, when Francis Perkins became the first woman to serve as Secretary of Labor and the first female member of a President's Cabinet, a new potential for the Bureau immediately emerged from the shadows, eventually blossoming into a vital force for change for working women.

With the establishment of President Kennedy's Commission on the Status of

Women who played major and minor roles in the growth and development of employment opportunities for females and in training and retraining to enhance the employability of women, minorities, skilled and unskilled workers.

It is significant that the Bureau was organized within the Department of Labor fifty years before the contemporary womens movement. The decade between 1920 and 1930 was relatively quiet, but blossomed into an active program within the Department in 1933 when President Roosevelt astounded the country by naming Francis Perkins the first women to serve as Secretary of Labor and the first female member of a Presidential cabinet. That "radical" act was as exciting to the male and female social activists of the 1930s as the Vice President Walter Mondale's recent selection of Congresswoman Geraldine Ferraro as his choice for candidate for Vice President. Like Perkins, the vice presidential candidate has a strong labor background and a history of social conciousness.

Secretary Perkins encouraged, prodded and motivated the Womens Bureau to emerge from the shadows and come into the light as a force for change in behalf of women workers. The Womens Bureau accepted the inevitability of leadership in worker protection, job opportunities, on-going research and dissemination of information by and for employed and unemployed women and on the eve of the Bureau's 65th anniversary that enthusiastic service has never diminished.
When President Kennedy's executive order established the Commission on the Status of Women in the mid-1960s and urged Governors throughout the country to follow his lead in emphasizing the need for watchdog agencies to oversee the status and non-status of women in the social fiber of a nation whose female population was in transition on many fronts of the need and desire to become recognized on the basis of ability , productivity and human potential, once again the Womens Bureau was ready and willing to be a part of the movement to improve the status of American Women. Secretary Perkins' philosophy of caring and sharing still held forth in the Department of Labor as did her lifelong dedication to the welfare of working people, particularly women, without regard to gender, age, ethnicity or political persuasion. As a former president noted when the Department of Labor

building was named in her honor a few years ago, "Ms. Perkins was a witness to momentous change and a prime agent of that change. Few people who have served this nation have touched our lives more directly."

The Department of Labor and the Womens Bureau has made herculean efforts to live up to the noble purposes for which it was established. Depending on the political winds which often blow with uncertainty in the White House and the Congress, there have been many highs and a few lows in the history of the Bureau. Much of it also had to do with the style of the Bureau Director and with her ability to be innovative and creative in developing a climate of service and stability that protected the integrity of the agency.

The women of this nation are pleased to be able to share this legacy. In particular the 8,000 plus members of 217 Commissions, Committee and Councils on the Status of Women scattered throughout 38 of the United States. We remember with gratitude and appreciation Directors like Dr. Elizabeth Duncan Koontz of North Carolina and Alexis Herman of Atlanta, Georgia whose concern, interest and encouragement helped NACW nationally and hundreds of local commissions for women through our organization's infancy. In our maturity we look to the present Director, Dr. Lenor Cole-Alexander for the cooperation which will take us through another period of change. Dr. Alexander became Bureau director in the waning days of CETA but has demonstrated her desire to be effective and sympathetic to womens needs as we switched from CETA as a contracting, training and job development program to the Reagan administration's JTPA.

I cite these three Directors because each represents a distinctly different point of view in running the Bureau. As I said before, management styles make a difference and precludes any precise barometer by which to judge the success rate of the Womens Bureau. Dr. Koontz' emphasis was on education and training. Her reports on women in entry level employment led to guidelines for upward mobility, particularly for women who entered the job market with a lack of adequate skills for advancement. Ms. Herman's focus was on training and development, the acquisition of new skills, particularly in non-traditional jobs for women. She encouraged working women to break out of traditional dead-end jobs and to wade into the mainstream of corporate America as managers, innovators and members of Corporate Boards. Dr. Alexander, an academician, is focusing on working women across the board, but has added several new dimensions, including motivation of women entrepreneurs.

The bottom line in how effective the Bureau has been, can be or should be for women, is the willingness to adequately fund the new ideas which impact on womens groups from professionals, factory workers to housewives. For instance, NACW commissions have adopted the Department of Labor's regional concept in sponsoring annual Regional meetings for members and local community activists. It has been the financial and technical assistance from the Womens Bureau which has assured the success of these regional meetings which have primarily stressed leadership development. For many years the Bureau's contribution to these meetings hovered around the $2,500 figure. However, for the past several years this sum has been drastically cut back to $500.00. This has meant that scholarships offered to the poor and disadvantaged who would benefit tremendously from the experience and exposure have been denied the opportunity for interaction and discussion.

This state of affairs can only be blamed on the growing suspicion that having reached the perimeter of success at mainstreaming, women are in danger of losing precious ground. Is this what we want to happen to American women, millions of whom are single heads of households or a necessary supplement to the family income? I think not. One of many reasons why the United States is a world leader is because of the productivity of a majority of our citizens and we know what gender comprises the majority population.

For 65 years the Womens Bureau has led, encouraged, awakened, guided, understoo encouraged, recruited and stressed service to women. Secretary Perkins would be proud of the Bureau's accomplishments and achievements. But be warned. Good intentions are not enough. In the labor movement we talk about bread AND roses. In this case the roses are represented by continued financial commitment to the Bureau and the working women of America for a tradition which has become an institution in a society whose Constitution promises life, liberty and the pursuit of happin to all citizens regardless of gender, age, ethnicity and socio-economic status.

Mr. **Frank**. Thank you, Ms. Woodruff. I appreciate your response to Joy Simonson, who is a member of the majority staff of this subcommittee, and who had primary responsibility for putting this hearing together. So, thank you.

Let me just say at this point, without objection, we will put into the record the statement of Ms. Dorothy Height, president of the National Council of Negro Women. And my apologies again for having been delayed, but I think it was in the interest of everybody that this hearing be as full as it has been.

[The prepared statement of Ms. Height follows:]

TESTIMONY BY

DOROTHY I. HEIGHT
PRESIDENT, NATIONAL COUNCIL OF NEGRO WOMEN

NINETY-EIGHTH CONTRESS

CONGRESS OF THE UNITED STATES
HOUSE OF REPRESENTATIVES
COMMITTEE ON GOVERNMENT OPERATIONS
MANPOWER AND HOUSING SUBCOMMITTEE
2247 Rayburn House Office Building
WASHINGTON, D. C. 20515

JULY 26, 1984

Mr. Chair, the Honorable Barney Frank, and distinguished members of the Manpower and Housing Subcommittee of the Committee on Government Operations, I am Dorothy I. Height, National President of the National Council of Negro Women, a coalition of 29 national organizations with 210 community-based sections and an outreach to four million women. I want to thank you for the opportunity to speak about the Women's Bureau.

Since its founding in 1935 by Dr. Mary McLeod Bethune, the National Council of Negro Women has found the Women's Bureau a vital resource as it fulfills its mission in dealing with the concerns of Black women and their families. The National Council of Negro Women (NCNW) has a unique interest in the activities of the Women's Bureau, the only Federal agency exclusively mandated to address the concerns of women in the work-place. Because of its comprehensive charge, the NCNW has been intimately involved in working with the Women's Bureau for almost 5 decades. May I share with you some indications of the kinds of programs and involvement of the NCNW that have been supported by the Women's Bureau within the U.S. Department of Labor.

NCNW has worked in concert with the Women's Bureau on many special conferences and its national conventions, one of which was co-sponsored by the Bureau. The activities range from such collaborative projects as the upgrading of household employment to the sharing of leadership in the United Nations Mid Decade Conference.

on Women held in Copenhagen. We are aware too, of the Bureau's role in working well with the National Association of Colored Women's Clubs in developing programs for many years.

Black women are the victims of both race and sex discrimination. Black women carry a very heavy burden in family and community life, with 47% of Black families headed by women, it is clear that there is no way to improve life for Black families without improving the conditions affecting women. One of the values in the Women's Bureau has been its recognition of the special needs of women based upon their life experience. It has made a great contribution through its gathering of data and the publication of materials around specific target groups as a means of closing the gaps in income and services. Given its understanding of the specific situation of minority wormen, the Women's Bureau has been an effective interpreter of the concepts such as the displaced homemaker as related to minority women and essential differences in approaches and services.

In 1984, with increased participation of women in the labor force, has come increased diversity. Black and other women of minority backgrounds cannot take advancement of women for granted. They need the Bureau to give leadership.

Black women have advanced and have exceeded in every field as opportunities have opened for women. Yet, as a group, Black women remain at the bottom of the socioeconomic ladder. The only ones beneath them are the non-white teenaged girls. Today, the unemployment of Black and other minority youth remains in crisis proportions. Some of the most innovative job training programs NCNW has developed have been supported by the Women's Bureau. For example:

1) An Adolescent Mothers Initiative Program helps young mothers gain basic education and/or marketable skills. Also, placement in meaningful employment enables them to care for themselves and their children. The model developed in New Orleans has become an established agency and is being drawn upon in many programs dealing with teenage pregnancy across the country. We understand that the Women's Bureau is presently taking the results and learnings to be utilized in one of a series of How-To manuals for dissemination to groups interested in replicating the program.

2) The Women's Opportunity Program which drew upon NCNW's many years of work with the rural poor was also supported by the Women's Bureau. This program opened doors for young and older rural women. Hundreds were provided their first exposure to the world-of-work away from tenant farming. In this and other projects, low income women were beneficiaries of specialized educational programs, counselling, supportive services and skills training for job areas where the need is greatest.

3) Fourteen years ago the National Council of Negro Women established its Women's Center for Education and Career Advancement in New York City. The Center is designed to respond to the particular needs of Black and Hispanic women. Hundreds of women are served and participate at the Center's activities each month as they seek jobs or upgrading on the job. For the last two years, the Center has targeted single mothers and is helping them improve their employability skills and make a better life for their children. In special upgrading activities, volunteers recruited from the corporate community have found in the Center a meeting ground with women who aspire to corporate jobs. Training programs have helped women improve their economic status. Through the Women's Center, NCNW with support of the Women's Bureau, designed a placement program to help more Black and Hispanic women move into private sector jobs. Presently, in Region 1, NCNW Women's Center volunteers and staff have been deeply involved in the forum sessions targeted to special interest groups and in a public way have helped disseminate information and strategies dealing with blue collar, high tech and non-traditional jobs for women.

The Bureau has pioneered in interpreting and in establishing standards and guidelines for such areas as child care. The pioneering role of the Bureau must be strengthened .

In this United Nations Decade for Women, countries around the world have been urged to make specific provisions for services that impact on women. Our U.S. Women's Bureau has served as an international model.

As an officer of the NCNW, I have worked directly with every Director of the Women's Bureau since Mrs. Alice Leopold. The present Director of the Women's Bureau, Dr. Lenora Cole Alexander is no stranger to the National Council of Negro Women. For some 15 years she has served in many capacities, particularly at the national and regional levels. Immediately prior to her becoming Director to the Women's Bureau she served as Beach Chair of the NCNW Commision on Women in Higher Education.

As Director of the Bureau, Dr. Alexander participated in the White House briefing designed for the Executive Board and key leaders in the NCNW movement. As keynote speaker at the 41st National Convention of the National Council of Negro Women held in New York, November 1983, she presented to women all over the country information on the current work of the Women's Bureau and how women's organizations can work in partnership with the Bureau in its expanded Outreach Program.

As the poor get poorer, the NCNW has substantially increased its efforts around the theme: "Leave No One Behind." Therefore, we strongly support the Women's Bureau. Its work is needed more today than ever. We know first hand the impact of the lack of funding for critically needed services. Low income women and the voluntary organizations serving them need financial support in order to help women to help themselves. The Women's Bureau must have increased funding and the capacity:

1) to develop and support essential demonstration programs,
2) to provide publications designed to inform women themselves and to help voluntary organizations cope with diverse needs,
3) to clarify issues and
4) to stay in the forefront of emerging concerns regarding women and work.

Mr. **Frank**. Finally, we will hear from Ms. Kristin Stelck who is replacing Dr. Quincalee Brown who had to be called away, executive director of the American Association of University Women.

STATEMENT OF KRISTIN STELCK, ASSOCIATE, PUBLIC POLICY DEPARTMENT, AMERICAN ASSOCIATION OF UNIVERSITY WOMEN, ON BEHALF OF DR. QUINCALEE BROWN, EXECUTIVE DIRECTOR

Ms. **Stelck**. Thank you, Mr. Chairman. My name is Kristin Stelck.

Mr. **Frank**. Will you spell your name, please?

Ms. **Stelck**. It is Kristin, K-r-i-s-t-i-n. And the last name is Stelck, S-t-e-l-c-k.

I am an associate with the public policy department of the American Association of University Women.

As you may know, the American Association of University Women is one of the oldest and largest of the women's organizations in America. It represents 193,000 college-educated women across the country, and we appreciate the opportunity to testify before you today.

Dr. Brown, as you mentioned, is the executive director of the association. She was asked to testify and share her personal experience with the Women's Bureau as executive director of the Montgomery County, MD, Commission on the Status of Women, and now as the executive director of AAUW.

She was also asked to share comments of AAUW members about the Women's Bureau. She, unfortunately, had to catch an afternoon plane, and with your permission, I will just very briefly summarize her testimony, beginning on page 3.

Mr. **Frank**. You are the last witness so you can go as long as you like.

Ms. **Stelck**. I think to summarize, I think many—

Mr. **Frank**. I don't know; I think there is some important stuff beginning with the second paragraph on page 1.

Ms. **Stelck**. I will go ahead and do that, and I will read in the first person.

My relationship with the Women's Bureau began in 1975 when I became executive director of the Montgomery County, MD. Commission for the Status of Women. Throughout their relatively short history, the status of women commissions throughout the United States have had a particularly close relationship with the Women's Bureau. This was particularly true in the DC Metropolitan area where there were approximately 10 city, county, State, and the District of Columbia commissions, all within close proximity.

During my 5 years with the Commission for Women, the Women's Bureau held regular monthly meetings of the Metropolitan Coalition, where representatives from the 10 commissions would share information, enage in mutual assistance, and plan joint programs and projects.

This common and central meeting ground was essential for smooth operation and ongoing healthy interaction of area commissions.

Recently, those meetings have been discontinued and the Women's Bureau is no longer available as a meeting ground. We only had three hours, one morning each month. The Bureau provided us with a room free and one of their staff regularly attended these meetings. Occasionally, other Women's Bureau staff would drop by to brief us on programs. We paid for our own parking and brought our own coffee. I hardly feel that the meetings were an excessive resource drain on the Bureau, yet they are now gone.

I will skip down to: When I moved to AAUW in 1980, my direct contact and assistance from the Bureau ended, with one exception. I always looked forward to the valuable publications, materials, and resources that were provided through the Bureau and had wide distribution among the women's community. It was invaluable, timely data for speeches, for workshops, for conference material and, yes, even for testimony.

Slowly the number of publications dwindled and for a long time I have seen virtually none at all.

I will skip to the third page.

While the central office of a large national organization like AAUW does not tend to have direct contact with the Women's Bureau or its staff on any regular basis, many of our members, working on projects throughout the country, have relied extensively on the Bureau, its publications, regional technical assistance, and occasional funding.

For years the regional offices of the Bureau have been a link of information, support, and assistance to our branches in rural communities and in small cities across the United States.

Recently, I discussed with some AAUW members their impressions of changes in the Women's Bureau. I received comments like these, and I will summarize these comments as well:

"The regions have been so defunded, that they are unable to be effective."

"When the Bureau does cooperate with us on a conference or a project, the Washington office attempts to make it a showcase for Reagan and the administration."

As an executive director of a midwest Commission for Women stated, that she was at a conference where Women's Bureau director Lenora Cole Alexander announced a new national priority of the Bureau was to network with upper management women. Needless to say, there was incredible anger and resentment at using Government efforts to network with women who least needed assistance.

I will skip down to the bottom.

As I conclude these comments, let me make one point very clear. I am here to advocate a strong, funded, and effective Women's Bureau; they need the pilot and demonstration projects the Bureau can provide; we all need the publications and data that only they can easily produce. We need a strong Bureau, with a strong and committed Director.

Unfortunately, the tactics of the right have been to defund a program until it is ineffective, or to put unknowledgeable persons in critical positions, and then when the program is truly ineffective, abolish it. It is a smooth tactic and we have seen it work elsewhere.

I hope this committee will not let this happen to the Women's Bureau. The Bureau has a long record of distinguished leadership and these few years of administration sabotage should not be taken into account. We need and want a strong and effective Bureau.

Thank you for the opportunity to appear here today.

[The prepared statement of Dr. Brown follows:]

PREPARED STATEMENT OF DR. QUINCALEE BROWN, EXECUTIVE DIRECTOR, AMERICAN ASSOCIATION OF UNIVERSITY WOMEN

Congressman Frank, Members of the Committee. I am Quincalee Brown, Executive Director of the 193,000-member American Association of University Women. I am pleased to be here today to share with you my observations on changes in the Women's Bureau of the U.S. department of Labor over the past several years.

My relationship with the Women's Bureau began in 1975 when I became the Executive Director of the Montgomery County (Maryland) Commission for Women. Throughout their relatively short history, the Status of Women Commissions throughout the United States have had a particularly close relationship to the Women's Bureau. This was particularly true in the D.C. Metropolitan Area where there were approximately ten--city, county, state, and the District of Columbia--commissions all within close proximity.

During my five years with the Commission for Women, the Women's Bureau held regular monthly meetings of the Metropolitan Coalition, where representatives of the ten commissions would meet to share information, engage in mutual assistance, and plan joint programs on projects. This common and central meeting ground was essential for the smooth operation and ongoing healthy interaction of area commissions.

Recently, those meetings have been discontinued and the Women's Bureau is no longer available as a meeting ground. We met

226

only three hours, one morning each month. The Bureau provided us a room free and one of their staff regularly attended the meetings. Occasionally, other Women's Bureau staff would drop by to brief us on a program or project of interest. We paid for our own parking and bought our own coffee. I hardly feel the meetings were an excessive resource drain on the Bureau, yet they are now gone.

Frankly, it is a loss; however, we are resigned. It is just another example of the administration doing what it can to make it as difficult as possible for women to advance their programs, or to even communicate easily with one another.

After I left the Commission for Women in 1980, the Bureau did provide some technical assistance to the commissions in this mid-Atlantic region for a regional conference. It is my understanding that this assistance is also no longer available.

When I moved to AAUW in 1980, my direct contact and assistance from the Bureau ended, with one exception. I always looked forward to the valuable publications, materials, and resources that were provided through the Bureau and had wide distribution among the women's community. It was invaluable, timely data for speeches, for workshop or conference materials, and, yes, even for testimony. Slowly the numbers of publications dwindled and for a long time I have seen virtually none at all. Although I have not received a copy, I understand that there is an extended printing of their Fact Book about Women Workers which has recently been published. While I am glad an updated resource is now available, the timing of it--just prior to the campaign--does not escape our notice.

While the central office of a large national organization like AAUW does not tend to have direct contact with the Women's Bureau or its staff on any regular basis, many of our members, working on projects throughout the country, have relied extensively on the Bureau, its publications, regional technical assistance, and occasionally funding. For years the regional offices of the Bureau have been a link of information, support, and assistance to our branches in rural communities and small cities all across the United States.

Recently, I discussed with some AAUW members their impressions of changes in the Women's Bureau. I received comments like these:

"The regions have been so defunded, they are unable to be effective."

"When the Bureau does cooperate with us on a conference or project. the Washington office attempts to make it a showcase for Reagan and the Administration."

"There was great resentment in our Region over attempts by the Bureau to defund the Displaced Homemakers Network. Only by our hassling our Congressmembers, was it put back in the budget."

An Executive Director of a midwest Commission for Women stated that she was at a conference where Women's Bureau Director Lenore Cole-Alexander announced that a new national priority of the

Bureau was to network with upper-management women. Needless to say, there was incredible anger and resentment at using government efforts to network with women who least needed assistance.

Much regional anger is also focused on the Bureau's Director Lenore Cole Alexander who, as people report, "...sails into conferences, takes credit, delivers the Reagan party line and sails out again, never seeking input or dialogue." She is considered an unfortunate political appointment who has no knowledge of or concern about women's issues--"a real lightweight."

An incident often reported concerns the riffing of the San Francisco Regional Directors who were two effective women who were job-sharing the position. The sense is that they were effective, progressive, and initiating good programs. Ostensively, they were riffed because they were job-sharing, while the Bureau has been on record for years as supporting such flexible work arrangements.

As I conclude these comments, let me make one point very clear. I am here to advocate a strong, funded, and effective Women's Bureau; they need the pilot and demonstration projects the Bureau can provide, we all need the publications and data only they can easily produce. We need a strong Bureau, with a strong and committed Director.

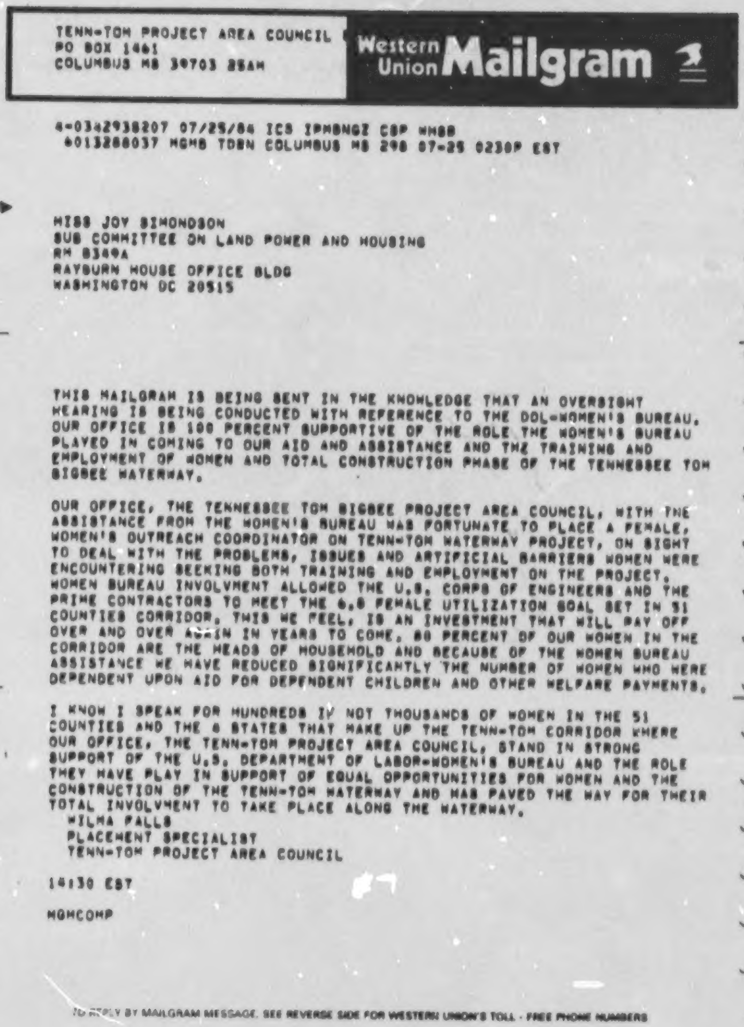
Unfortunately, the tactics of the Right have been to defund a program until it is ineffective, or to put unknowledgeable persons in critical positions and then, when the program is truly ineffective, abolish it. It is a smooth tactic and we have all seen it work elsewhere. I hope this committee will not let that happen to the Women's Bureau. The Bureau has a long record of distinguished leadership and these few years of administration sabotage should not be taken into account. We need and want a strong and effective Bureau.

Thank you for the opportunity to appear here today.

Mr. **Frank**. Thank you.

I just have a few questions. First, I want to put into the record a mailgram addressed to Joy Simonson from Wilma Falls, who is a placement specialist at the Tenn-Tom Project Area Council, expressing her appreciation to the Women's Bureau for the work that has been done in helping women get employment in the Tenn-Tom project.

[The mailgram follows:]



TENN-TOM PROJECT AREA COUNCIL
PO BOX 1461
COLUMBUS MS 39703 25AM

Western Union Mailgram

4-0342938207 07/25/84 ICS IPMBNGZ CSP WHSB
4013288037 MGMB TDBN COLUMBUS MS 298 07-25 0230P EST

MISS JOY SIMONDSON
SUB COMMITTEE ON LAND POWER AND HOUSING
RM B349A
RAYBURN HOUSE OFFICE BLDG
WASHINGTON DC 20515

THIS MAILGRAM IS BEING SENT IN THE KNOWLEDGE THAT AN OVERSIGHT HEARING IS BEING CONDUCTED WITH REFERENCE TO THE DOL-WOMEN'S BUREAU. OUR OFFICE IS 100 PERCENT SUPPORTIVE OF THE ROLE THE WOMEN'S BUREAU PLAYED IN COMING TO OUR AID AND ASSISTANCE AND THE TRAINING AND EMPLOYMENT OF WOMEN AND TOTAL CONSTRUCTION PHASE OF THE TENNESSEE TOM BIGBEE WATERWAY.

OUR OFFICE, THE TENNESSEE TOM BIGBEE PROJECT AREA COUNCIL, WITH THE ASSISTANCE FROM THE WOMEN'S BUREAU WAS FORTUNATE TO PLACE A FEMALE, WOMEN'S OUTREACH COORDINATOR ON TENN-TOM WATERWAY PROJECT, ON SIGHT TO DEAL WITH THE PROBLEMS, ISSUES AND ARTIFICIAL BARRIERS WOMEN WERE ENCOUNTERING SEEKING BOTH TRAINING AND EMPLOYMENT ON THE PROJECT. WOMEN BUREAU INVOLVMENT ALLOWED THE U.S. CORPS OF ENGINEERS AND THE PRIME CONTRACTORS TO MEET THE 6.8 FEMALE UTILIZATION GOAL SET IN 51 COUNTIES CORRIDOR. THIS WE FEEL, IS AN INVESTMENT THAT WILL PAY OFF OVER AND OVER AGAIN IN YEARS TO COME. 80 PERCENT OF OUR WOMEN IN THE CORRIDOR ARE THE HEADS OF HOUSEHOLD AND BECAUSE OF THE WOMEN BUREAU ASSISTANCE WE HAVE REDUCED SIGNIFICANTLY THE NUMBER OF WOMEN WHO WERE DEPENDENT UPON AID FOR DEPENDENT CHILDREN AND OTHER WELFARE PAYMENTS.

I KNOW I SPEAK FOR HUNDREDS IF NOT THOUSANDS OF WOMEN IN THE 51 COUNTIES AND THE 6 STATES THAT MAKE UP THE TENN-TOM CORRIDOR WHERE OUR OFFICE, THE TENN-TOM PROJECT AREA COUNCIL, STAND IN STRONG SUPPORT OF THE U.S. DEPARTMENT OF LABOR-WOMEN'S BUREAU AND THE ROLE THEY HAVE PLAY IN SUPPORT OF EQUAL OPPORTUNITIES FOR WOMEN AND THE CONSTRUCTION OF THE TENN-TOM WATERWAY AND HAS PAVED THE WAY FOR THEIR TOTAL INVOLVMENT TO TAKE PLACE ALONG THE WATERWAY.

WILMA FALLS
PLACEMENT SPECIALIST
TENN-TOM PROJECT AREA COUNCIL

14:30 EST

MGMCOMP

TO REPLY BY MAILGRAM MESSAGE, SEE REVERSE SIDE FOR WESTERN UNION'S TOLL - FREE PHONE NUMBERS

Mr. **Frank**. Ms. Woodruff, I understand that in previous years, regional administrators and national office staff would participate in the annual meetings at the Association of Commissions on the Status of Women had, and I am told that that has changed recently.

Is that accurate?

Ms. **Woodruff**. No, it hasn't. Dr. Alexander appeared at our national convention, which was here in Washington.

Mr. **Frank**. Go ahead.

Ms. **Woodruff**. Under my predecessor, I understand that Dr. Alexander had been invited to attend one of our board meetings here in Washington, or somewhere else where they had a board meeting, and she failed to attend.

Now, I don't expect her to do that under my administration. I really don't expect it.

Mr. **Frank**. What about the regional administrators, have they been in regular attendance?

Ms. **Woodruff**. No, the regional administrators , no.

Mr. **Frank**. I am told they had been, previously.

Ms. **Woodruff**. Oh, previously; oh, yes, years ago.

Mr. **Frank**. There has been a change, the regional administrators are not coming as much as they used to?

Ms. **Woodruff**. That is right.

Mr. **Frank**. Let me ask, Ms. Thomas, I think you alluded to this. On the question of publications, we had a lot of information about publications. I think Ms. Thomas, or somebody else mentioned the date of the publications. Maybe, Ms. Wernick, it was you. Would you respond to that?

Ms. **Wernick**. The publications list in the packet we received from the Women's Bureau 2 weeks ago, that it lists 44 publications, and 11 of them are dated after 1980. I think we are in complete agreement that the publications of the Women's Bureau have been absolutely invaluable resources for all of us.

Mr. **Frank**. And there has been a diminution in the output of new publications, and the updating?

Ms. **Wernick**. Yes; and the updating. The publications that have come out tend to be those on the legislative issues. There has been nothing—the charts on the economic issues, on the status of women—economic analyses are no——

Mr. **Frank**. If you could expand on that in writing for the subcommittee, I would appreciate that. I would like it if you had an analysis—anyone is welcome to submit one—about the publications, because it does seem to be a consensus from a lot of people, Ms. Woodruff and others, that the publications have been very, very important. And whether it is budgetary reasons, or somebody in the administration doesn't think that the statistics will be helpful to them, or whatever—I suspect we are talking about problems here that don't originate within the Women's Bureau, but are imposed on the Women's Bureau from OMB or elsewhere—it does sound like for those reasons we have not gotten the flow of information we should, and I would be interested in anything further on that.

[The information follows:]

Coalition of
Labor Union Women

July 30, 1984

The Honorable Barney Frank
U.S. House of Representatives
Washington, DC 20515

Dear Congressman Frank:

As you requested during my testimony last week on the Women's Bureau, I have prepared additional comments about the publications of the Bureau. I want to reiterate that the role played by the Bureau as the central clearinghouse for economic and legal information has been of particular importance to union women. It provided us with the documentation we needed to use within our unions to have more attention paid to women workers. We distributed, copied and quoted the statistics widely. We used the legislative summaries to educate union members--women and men--about our legal rights and about changes necessary in our union contracts. For almost all of us, the Bureau is the only source of this type of information.

To prepare the comments which follow, I used the handout, "Publications of the Women's Bureau" which was included in a packet we received at a Bureau constituency symposium held July 12, 1984. That list is dated October 1983. I compared it to the Bureau's list dated February 1982, which the CLUW Center included in its publication, *Empowerment: A Handbook for Union Women* (1982). I also went through the collection of Bureau publications I have accumulated over the years.

I have enclosed a breakdown of the publications based on the comparison. As I stated in my testimony, 11 of the 44 publications on the 1983 list are dated after 1980.

The most obvious point is the almost complete lack of up-to-date statistical information available from the Bureau today. Since January 1981, only *two* materials have been published (revised) which contain statistics about working women: "20 Facts on Women Workers" and "Economic Responsibilities of Women." These account for a total of *nine* pages of economic and employment information. Adding the appendices in *Equal Employment Opportunities for Women: U.S. Policies*," raises the total to 27 pages. In comparison, between 1977 and 1981, 110 pages of data and analyses were published, and in 1975, the 435-page *Handbook on Women Workers* was published.

Center for Education & Research
2000 P Street NW, #615 • Washington, DC 20036 • (202) 296-3408

8241 (R 7/82)

With regard to the Handbook, we understand that the new edition is to be ready in August. In the 1980 publication, "Brief Highlights of Major Federal Laws on Sex Discrimination in Employment", the 1980 Handbook on Women Workers is listed as being "in press." (See attached.) We will be anxious to see how recent the statistics are in the book.

Union women have pretty much stopped distributing "Brief Highlights" since it contains a section on CETA. Because the publication has not been revised, it contains no reference to court decisions after 1980 regarding the right to bring charges under Title VII of the Civil Rights Act, of discrimination in wages between "men's" and "women's" jobs which are not the same. This 7-page piece was very popular for conferences and education programs. The booklet, A Working Woman's Guide to Her Job Rights is much more thorough about the laws, but at a unit price of $4.50, it is not a resource most CLUW chapters or local unions can distribute widely.

The JTPA and ERTA, and the child care changes resulting from ERTA, have been the only pieces of legislation described or analyzed by the Bureau. The most glaring omission is anything about the Economic Equity Act (although a brief description was included in the March 1983 issue of "Women & Work", a monthly publication of the Bureau.)

Except for the booklet on careers in broadcasting, which was done by the American Women in Radio and Television, Inc., nothing has been published about careers and job options.

All the conference and program models listed were held or developed prior to 1981. Nothing has been published about the symposiums and projects undertaken since then.

The only recent publication which provides concrete suggestions and assistance on an issue of concern to working women is, Employers and Child Care: Establishing Services Through the Workplace. The first edition of this guide was published in 1981 while Alexis Herman was Director. The Bureau revised it in 1982.

The final point to be noted is that the prices charged for various publications have been increased. For example, the cost of the Handbook on Women Workers rose from $4.50 to $8.00; A Working Women's Guide to Her Job Rights from $1.60 to $4.50; and Job Options for Women in the 80's from $1.75 to $3.50.

We are well aware of the budgetary limitations and printing restrictions under which the Bureau has operated. Despite these, we believe there has been a conscious movement away from the Bureau's important information and analysis role. The decision to expend so much of the Bureau's funds on travel, conferences and meetings, rather than on publications, is one on which we would disagree with Dr. Alexander.

I appreciate the opportunity to present these additional comments. If you have any questions about what I have written, I would be glad to answer them.

Sincerely,

Ellen D. Wernick

Ellen D. Wernick
Executive Director

Enclosures

Publications of the Women's Bureau

NEW PUBLICATIONS

History of the Women's Bureau, 1920-1983. 1983
Employers and Child Care: Establishing Services Through the Workplace. 1982
(Revision and expansion of 1981 guidebook.)
Equal Employment Opportunity for Women: U.S. Policies. 1982
(Dr. Alexander's presentation at 1982 OECD conference)
Economic Recovery Tax Act. 1982
CASA: New Directions--A Program Model for Battered Women. 1981
(Description of CETA-funded model)
*Summary and Analysis of Job Training Partnership Act of 1982. 1982
(Not on list)

REVISED PUBLICATIONS

The Women's Bureau: Working for Equality in Employment for Women. 1982
20 Facts on Women Workers. 1982 (org. 1980)
Economic Responsibilities of Women. 1982 (org. 1979)
Child Care Centers Sponsored by Employers and Unions. 1982 (org. 1980)
Federal Legislation on Day Care. 1982
(Replaced "Federal Child Care Legislation, 1976-1978.)
A Working Women's Guide to Her Job Rights. 1983 (org. 1979)
(This has been revised again and is just off the press.)
*Women on the Job: Careers in Broadcasting. 1984 (org. 1978)
(This edition is not on the list.)

DATED MATERIALS LISTED, BUT NOT REVISED

Charts: Most Wives Work to Supplement Family Income. 1980
Women Are Underrepresented as Managers and Skilled Craft Workers. 1980
Most Women Work Because of Economic Need. 1980
Fully Employed Women Continue to Earn Less Than Fully Employed Men. 1980
Facts About Women Heads of Households and Heads of Families. 1979
Women Private Household Workers: A Statistical and Legislative Profile. 1978 (This was added to the list between 2/82 and 10/83)
Handbook on Women Workers. 1975
Women in Management. 1980
Brief Highlights of Major Federal Laws on Sex Discrimination in Employment. 1980
State Laws in Transition: From Protection to Equal Status for Women. 1976 with 1978 addendum.

TITLES DELETED FROM 2/82 LIST

The Earnings Gap Between Women and Men. 1979
Women's Bureau Outreach Projects. 1980

BUREAU PUBLICATIONS NOT ON EITHER LIST

Sources of Assistance for Recruiting Women for Apprenticeship Programs and Skilled Nontraditional Blue-Collar Work. 1978
Women Workers Today. 1976 (Statistical data and analysis)
Working Mothers and Their Children. 1977 "
Mature Women Workers: A Profile. 1976 "
Minority Women Workers: A Statistical Overview. 1977 (Revised)
Employment and Economic Issues of Low Income Women: Report of A Project. 1978

Title IX of the 1972 Education Amendments states that no person in the United States shall, on the basis of sex, be excluded from participation in, be denied the benefits of, or be subjected to discrimination under any education program or activity receiving Federal financial assistance. It has been particularly effective in raising the proportion of women in law and medical schools.

The Women's Educational Equity Act of 1974 authorized activities at all levels of education to overcome sex-stereotyping and achieve equity for women. The program was reauthorized in 1978 and expanded to provide that appropriated funds over a specified level will be available for projects of local significance to help school districts and other institutions meet the requirements of title IX.

How Women Can Assert Their Job Rights

Problems in getting a job or in coping with the job situation often can be resolved through discussion with personnel officers or supervisors. In many work establishments, grievance procedures are available under collective bargaining agreements and formal equal employment opportunity programs. However, persons who believe that they are victims of illegal discrimination are entitled to file a complaint with the appropriate administrative agency.

Most States have laws that prohibit sex discrimination in private and/or public employment, and in some instances a Federal civil rights agency must defer to its State counterpart in the initial attempt to resolve complaints. Both State and Federal laws have limits on the time for filing charges of discrimination and on recovery of wages owed. Therefore, it is important that charges be filed promptly.

* * *

Single copies of the following related publications are available without charge upon request from the Women's Bureau, U.S. Department of Labor, Washington, D.C. 20210:

A Working Woman's Guide to Her Job Rights. Leaflet 55. December 1978.
1980 Handbook on Women Workers. (In press).
State Labor Laws in Transition: From Protection to Equal Status
  for Women. Pamphlet 15. 1976.
Publications of the Women's Bureau. Leaflet 10. 1980.

NOTE

This summary is intended for general information only. It does not carry the force of legal opinion.

August 1980

U.S. Department of Labor

Office of the Secretary
Women's Bureau
Washington, D.C. 20210

Publications of the Womens Bureau

ABOUT THE WOMEN'S BUREAU

History of the Women's Bureau, 1920-1983. 2 p. 1983.

The Women's Bureau: Working for Equality in Employment for Women. Leaflet 1. Folder. 1982. (Spanish translation available.)

FACTS ABOUT WOMEN WORKERS

Economic Responsibilities of Working Women. 6 p. 1982.

Equal Employment Opportunity for Women: U.S. Policies. 38 p. 1982. $4.50. 029-002-00067-3*

20 Facts on Women Workers. 3 p. 1982. (Spanish translation available.)

Employment Goals of the World Plan of Action: Developments and Issues in the United States. Report for the World Conference of the United Nations Decade for Women, 1976-1985. 76 p. July 1980. $5.00. 029-002-00057-6*

Women in Management. 20 p. 1980.

Charts: (8-1/2 x 11 inches)

- Most Wives Work To Supplement Family Income. 1980.
- Women Are Underrepresented as Managers and Skilled Craft Workers. 1980.
- Most Women Work Because of Economic Need. 1980.
- Fully Employed Women Continue To Earn Less Than Fully Employed Men. 1980.

Facts About Women Heads of Households and Heads of Families. 9 p. 1979.

Women Private Household Workers: A Statistical and Legislative Profile. 12 p. 1978.

Handbook on Women Workers. Bulletin 297. 435 p. 1975. $8.00. 029-016-00037-

CAREERS/JOB OPTIONS

Job Options for Women in the 80's. Pamphlet 18. 22 p. 1980. $3.50. 029-002-00059-2*

Women in Apprenticeship . . . There's a Future in It! Leaflet 58. Folder. 1980.

A Woman's Guide to Apprenticeship. Pamphlet 17. 30 p. 1980. $3.00. 029-002-00058-4*

Searching for a Job in the Construction Industry: Some Tips for Women. 5 p. 1979.

How To Get Credit for What You Know: Alternative Routes to Educational Credit. 4 p. 1979..

Women on the Job: Careers in Broadcasting. 26 p. 1978.

CHILD CARE

Employers and Child Care: Establishing Services Through the Workplace. Pamphlet 23. 83 p. 1982. $5.50. 029-002-00068-1*

Child Care Centers Sponsored by Employers and Labor Unions in the United States. 10 p. 1982.

Community Solutions for Child Care. (Report of a Conference) 105 p. 1979.

**Training for Child Care Work: Project Fresh Start--A CETA Program Model, Worcester, Mass. 48 p. 1979. $3.25. 029-002-00055-0*

STANDARDS AND LEGISLATION AFFECTING WOMEN

A Working Woman's Guide to Her Job Rights. Leaflet 55. 54 p. 1983. $4.50. 029-002-00066-5*

Economic Recovery Tax Act: Selected Provisions of Interest to Women. 4 p. 1982.

Federal Legislation on Day Care. 7 p. 1982.

Brief Highlights of Major Federal Laws on Sex Discrimination in Employment. 7 p. 1980.

Maternity Leave. Consumer Information Leaflet. 1 p. 1980.

Protection Against Sex Discrimination in Employment. Consumer Information Leaflet. 2 p. 1980.

Ban Against Pregnancy Discrimination. 2 p. 1979.

Regulations To Help Open Nontraditional Jobs to Women. Consumer Information Leaflet. 2 p. 1978. (An explanation of the Department of Labor's regulations on equal employment opportunity for minorities and women in the construction industry and in apprenticeship.)

State Labor Laws in Transition: From Protection to Equal Status for Women. Pamphlet 15. 20 p. 1976. (Addendum through 1978 available from the Women's Bureau.)

CONFERENCE MODELS

Adelante, Mujer Hispana: A Conference Model for Hispanic Women. 39 p. 1980.

A Guide to Conducting a Conference with American Indian Women in Reservation Areas. 17 p. 1978.

Women in Nontraditional Jobs: A Conference Guide--Increasing Job Options for Women. 32 p. 1978. $4.50. 029-002-00057-7*

PROGRAM MODELS

**CASA: New Directions--A Program Model for Battered Women. Pamphlet 22. 32 p. 1981. $4.50. 029-002-00063-1*

Women Offender Apprenticeship Program: From Inmate to Skilled Craft Worker. Pamphlet 21. 66 p. 1980. $5.00. 029-002-00062-2*

**Training for Child Care Work: Project Fresh Start--A CETA Program Model, Worcester, Mass. 48 p. 1979. $3.25. 029-002-00055-0*

Native American Women and Equal Opportunity: How To Get Ahead in the Federal Government. 81 p. 1979. $5.50. 029-002-00053-3*

**Displaced Homemakers: A CETA Program Model for Women in Nontraditional Jobs. 60 p. 1978.

**Denver: Better Jobs for Women: A Program Model for Women in Nontraditional Jobs. 60 p. 1978.

**Boston: Nontraditional Occupations Program for Women: A Program Model for Women in Nontraditional Jobs. [illegible] p. 1978.

WUW--The Washington Union Women's Group. 25 p. 1978.

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* Use this number when ordering publication from the Government Printing Office (GPO).

** Although the source for funding this program was CETA, which expired September 30, 1982, the program format outlined in this model is still useful.

Mr. **Frank**. I am going to curtail my questioning now and turn it over to Mr. McKernan, but we do have a vote and I don't think that there is going to be much point in coming back.

Mr. **McKernan**. I don't have but a few brief questions, one of which is to Ms. Stelck.

At the end of the statement that you read of AAUW, it sort of bothered me a little bit when you are talking about the tactics of the right. I take it that you are not really referring to the Women's Bureau there, but you are just talking about tactics in general and you are not calling into question Dr. Alexander's qualifications or anything like that.

Ms. **Stelck**. I, again, am just reading the testimony for Dr. Brown. The Right is capitalized, meaning the "New Right," it is not referring to the Women's Bureau. What that statement is trying to say is that when an administration or a group can defund a program and make it look ineffective, and make it look like it is not doing what it is supposed to do, then that gives very good reason for saying, well, this program isn't doing what it is supposed to do, we don't need to fund it anymore.

The concern here is that we really do need a strong Women's Bureau; that to defund the Women's Bureau and to say it is ineffective would be a great mistake, and that our association and who we represent greatly needs the resources of a strong Women's Bureau.

Mr. **McKernan**. I just wanted to make sure there wasn't any inference there when you referred to a Bureau, really, being ineffective, that you were talking about the Women's Bureau and, rather, you were talking about making sure, because of lack of funding, that we didn't let that happen in this particular case. And I think that we all probably agree with you, that we can't allow that to happen. I think that Dr. Alexander would also agree with that.

Ms. Thomas, just one more question. I was concerned that the union women were left out of that symposium in 1982. Have you ever had any discussions with the Bureau on why that happened, and whether or not that is going to be rectified in the future?

Ms. **Thomas**. We sent a letter to Dr. Alexander, and in reply she sent Dr. Annie Neal, her special assistant, to one of our meetings, at which time she explained there were to be these other symposiums; and at which time we were told we would be included in the future, it had not been a slight.

But as I pointed out, there were no other symposiums.

Mr. **McKernan**. I have no further questions. Thank you.

[The prepared statement of Ms. Riordan follows:]

STATEMENT BY KATHLEEN RIORDAN TO THE HONORABLE BARNEY FRANK, CHAIR, MANPOWER & HOUSING SUBCOMMITTEE, COMMITTEE ON GOVERNMENT OPERATIONS, OVERSIGHT HEARINGS, JULY 26, 1984.

In your letter requesting a statement for this oversight hearing, you asked for informa- about the role and major activities of a Women's Bureau Regional Administrator. From November, 1974, until September, 1980, (and from October, 1981, until February, 1982), I worked as Regional Administrator in Region III, Mid-Atlantic Region, located in Philadelphia, Pennsylvania.

For you to have an accurate picture of the Women's Bureau, a little history is needed; because the Bureau was a federal agency that differed substantially from other governmental agencies. This was, in part, because of the size of our "Congressional mandate" (enormous) and, in part, because of the size of the agency (miniscule). With a combined national and regional staff whose numbers hovered between 80 and 100 people, we took on the tasks of our Congressional mandate; i.e., to be the "official federal resource on the needs of working women." Given the dramatic surge in women's workforce participation in the 1970s & 1980s, Congress's 1920 mandate was never accompanied by adequate resources. Even in governmental "good times" there was little "fat" to trim from the Women's Bureau budget—we were always on a starvation diet! Yet, virtually all staff were committed to the goal of advocacy for working women, so we always learned to make the most of extremely limited resources.

As managers, the Regional Administrators' substantial responsibilities were accompanied by an equal degree of independence and autonomy. Creativity and ingenuity were encouraged and supported; parlaying limited resources to broaden their impact was our "modus operandi." All of these qualities were respected and valued as intrinsic to a "team effort." Our opinions and ideas, whether they coincided with or differed from those of the agency Director and senior staff were heard and often given consideration. There was an atmosphere of healthy debate which generated more ideas and many innovations. The Directors I worked for from 1974-1980 recognized that in a small agency with such a large mandate, people function most productively and creatively when staff is free to draw on all of its talents and abilities.

New and flexible work arrangements were not only advocated for women in the larger workforce but also practiced within the Bureau itself. Flexible hours, part-time employment, and job-sharing, such as that done in the San Francisco regional office, were ways that enabled us as staff to reach many community-based women and their organizations. Our work hours, for government bureaucrats, were, indeed, highly irregular, involving much evening and weekend time. This was one of the tough parts of our jobs, especially in the regions, but it was something we understood: the schedules of American working women struggling for equity do not necessarily conform to the standard bureaucrat's 8:15 am to 4:45 pm workday, and this flexibility enabled us to serve diverse populations in a variety of ways and places.

In Region III, this meant working with a range of women and men having different priorities--jobs, training, race and age discrimination, child care, safety and health, affirmative action, pay equity. Those served included women seeking economic resources for their West Virginia mining and farming communities and fledgling building tradeswomen in Baltimore, Philadelphia teenagers breaking barriers in the previously "male only" world of vocational education programs and black women in Virginia struggling to gain access to and equity in CETA programs. There were women working in minimum wage factory and service jobs seeking a way out of the cycle of dead-end jobs; women teaching all day, then exploring, at evening or week-end meetings, ways to end sex stereotyping in the classroom; trade union women examining issues they faced at their workplaces and within their unions; displaced homemakers pulling their lives back together after suffering economic and family disruptions. This list, which could continue indefinitely, is intended to demonstrate the point that in meeting our legislated commitment of "advocacy for working women," it was our responsibility to meet constituents' needs not the bureaucracy's convenience.

Though staff was concerned about the needs of *all* working women, our severely limited resources meant that priorities were set in order to concentrate on those women who would be otherwise unrepresented. While we in Region III did work with business owners, women in corporations, and many other "professional" women concerning their needs and goals, our involvement with them was limited because they had more resources from which to draw their support.

Both Carmen Maymi, Women's Bureau Director appointed by Gerald Ford, and Alexis Herman, appointed by Jimmy Carter, helped channel agency resources so that staff could more adequately assist poor women, minority women, and working class women, whether black, white, Hispanic, rural or urban, develop paths to economic independence. Long before the "feminization of poverty," was an acknowledged concept, we in the Bureau were aware that most of the American poor are women and their children. In 1975, we began acting programmatically on this knowledge. Between 1975 and 1980, we devoted an increasing proportion of our limited national and regional resources to address the problem.

Now this is not to say that life in the Women's Bureau was "sweetness and light." Staff and management didn't always agree—no different from anywhere else people work. As field staff, we often had complaints with the National Office—about policy, about resources, about paperwork, about staffing, about personalities. As I mentioned in the beginning, there was a willingness to air, and often settle, differences; for the most part, we were a pretty outspoken bunch! Since the change of Administration in 1981, that has changed.

My on-the-job tenure with the Bureau and the current Administration has been limited: after taking a one-year educational leave in 1980-1981, I returned to the Bureau for the period of October, 1981, to February, 1982, under circumstances which, although related, are too complicated to describe here. Since then, I have maintained relationships with staff colleagues, and, more recently, have communicated with Gay Cobb and Madeline Mixer regarding their dismissals from the Bureau's San Francisco Regional Office in the fall of 1983.

It would be easy, in recounting the changes that have occurred in the Bureau since 1981, only to describe the daily indignities experienced by the Bureau's staff and its constituents, and, in so doing, to sound carping and petty; however, the changes that *have* occurred reflect not only dramatic policy shifts but also a management style that is contemptuous of staff and their abilities and of constituents and their needs. This combination has resulted not only in damaged lives but in a politicization process by Women's Bureau administration that is totally inappropriate in the Federal Service.

These changes are also serious because of their impact on the agency's effectiveness and on the average taxpayer's ability to use the services of the Bureau. These phenomena cannot be separated from the clear direction taken by this Administration toward governmental agencies (those with social policy goals), their programs and their employees--rendering the programs ineffective or nonexistent, then slashing resources, and, in the process, scapegoating federal workers. It is clear to me that the Women's Bureau has not escaped that trend--in its administration, in its shift in program priorities, and in its management style.

Through its current Director, the Women's Bureau has abdicated its long-established leadership role among working women and their organizations. She has failed to demonstrate a grasp of the issues working women confront in the 1980s. For example:

> Although the Bureau pioneered work on "comparable worth" and has advocated it as a part of the solution in closing the "earnings gap," the Director, in an interview with the *Bureau of National Affairs* earlier this year professed that "...it's too early to tell what all this 'comparable worth' is all about." Such an outrageous response reflects either a serious deficiency in her information or a conscious expression of the Administration's antipathy toward working women's priorities.

Program priorities have also undergone drastic shifts, to a much greater degree than was true in previous administrations. Some examples:

> As I described above, the Bureau's commitment to the average American women--working women, minority women, poor women, working mothers--had been established. During my brief 1981-1982 stay, there were informal directives given to staff to decrease our program commitments to low-income and average working women. In the 2½ years since I left, this pressure has intensified, and it is my understanding that several regions have had such activities seriously curtailed. The emphasis has instead focused heavily on the interests and needs of women working in corporate management and women owning their own businesses.
>
> In this move to serve the "upscale," traditional ties with labor union women and their organizations have been seriously weakened if not severed. These ties had given Bureau staff access to union women at the national and local levels. More specifically, ending the relationship with Washington Union Women has angered union women and has diminished the good will and cooperation that had existed for years between the Bureau and trade union women's groups.
>
> Every President since 1970 has endorsed ratification of the federal Equal Rights Amendment as a step in improving the status of American women. During this Administration, the Women's Bureau ordered the Regional Office to dispose of Leaflet #1, a brochure which mentioned the ERA as an issue of importance to women. The order was rescinded after most regions had followed through on the directive. Regional Administrators were admonished not to discuss the ERA--and other "sensitive" subjects like affirmative action or abortion--in our speeches, presentations, or workshops.

This accumulation of policy and program shifts and the manner in which they were instituted have, in turn, most seriously affected those staff members who questioned the changes--some were intimidated, some were isolated, some were eventually dismissed, some left. No longer is staff input sought and respected in a serious way. No longer does an atmosphere of healthy discussion, much less debate, exist. Gone is the sense of enthusiasm; gone is any sense of humor; gone are the spirited talks of ideas and innovations. In fact, gone is the spirit. Low morale is pervasive.

One striking memory I have from the 1981-1982 period is that of the ritual of "staff conference calls." The method Headquarters used to inform staff of policy changes during those calls was a "roll call." A particular directive would be given, then it was followed by "Is that understood? Region I? Region II? Region III?...etc.." With such an approach, no one dared ask questions or debate issues—and risk being shot down?! So much for participatory management and team approaches.

It was as if this new group of managers, unsure of their own competence but aware of their authority, felt it necessary to exert nearly total control over the rest of the staff (us), whom they saw not as colleagues but as enemies. Regional Administrators were denied the little authority we had—from planning work schedules according to constituent needs to overseeing some of the Region's daily operations. Work hours were limited as much as possible to 8:15 am to 4:45 pm so that, in my opinion, RAs could be more easily monitored and thereby controlled by the senior staff in Washington. In its rigidity, this management system was inefficient and counterproductive; in its arrogance, it expected constituents to conform their schedules to those of the bureaucracy. At the same time our competences and abilities were accorded no respect, we were expected to be "team players." It was clear there was no equality on their team—it was more like being in the army than any team I've ever played on.

From the beginning, there was an antagonism toward the job-sharing arrangement in San Francisco. In October, 1981, we in Philadelphia proposed a similar arrangement in order to avoid a layoff. We based our proposal on the way job-sharing was being done in San Francisco and were curtly advised that Region IX was not a good model. Our request for a more analytical response was, not surprisingly, rejected.

When the Region IX job-sharing had originally been announced, there was an air of enthusiasm and interest by staff (and management at the time) because not only was it an eminently sensible approach to the set of circumstances, but also it gave the Bureau a chance to take the lead in instituting alternative work patterns (under the Federal Employee Part-Time Employment Act of 1978).

The new administration's response was not rational. Ultimately, Gay Plair Cobb and Madeline Mixer were fired, although each of them has a reputation for integrity and competence and each had significant commitments to the goals and the work of the Bureau. Dismissing two of the most competent players is hardly the way to build a good management team. It may be out of place for me to offer this next opinion, but I will risk it. Based on my observations of the developments of the past three years in the Women's Bureau and in the Labor Department, it is my belief that the current Women's Bureau fired Cobb, in particular, for political reasons; i.e., her close working relationship with the previous Director was the reason although "management rights" was used as a pretext. Her "loyalty" to the new Director was questioned; she was accused of not being a "team player." Such charges seem rooted in the accuser's own insecurity and style rather than in fact.

Gay Cobb had been a Regional Administrator in the Atlanta WB office since 1974 and had served in WB headquarters prior to the job-sharing arrangement. She had demonstrated her ability to work effectively, as a career civil servant, in both Republican and Democratic administrations. However, the current Bureau Director does not seem to comprehend that, as career employees, Regional Administrators are covered by civil service regulations and are _not_ her political appointees.

Those of us committed to the Women's Bureau and its long-established goals do have a dilemma in raising the problems that we are discussing with your subcommittee. While it is important that you publicize the findings to the public and to your colleagues in the Congress (the Director's appointment is one that's confirmed by the Senate), I must also urge you not to recommend any further weakening of an agency that is seen to be acting inappropriately. American women still struggling for economic independence NEED a strong advocate in the federal system, and since 1920 the Bureau has done that well. With some changes, it could continue the fine work that most of the staff remains dedicated to doing.

Kathleen Riordan

Mr. **Frank**. Thank you. I think both of us would like to ask further questions but in deference to your patience and the fact that we do have to go and vote on school prayer, of all things, we are going to adjourn this hearing.

My very deep appreciation to all who participated, and my apologies for the delays we imposed on you, but I do think it was worthwhile and I am grateful.

[Whereupon, at 2:15 p.m., the subcommittee adjourned, to reconvene subject to the call of the Chair.]

APPENDIX

Material Submitted for the Hearing Record

U.S. DEPARTMENT OF LABOR
SECRETARY OF LABOR
WASHINGTON, D.C.

December 10, 1981

SECRETARY'S ORDER 7-81

Subject: Coordination and Direction of Department of Labor Programs Affecting Women

1. Purpose. To reaffirm the role of the Director of the Women's Bureau (WB) for ensuring effective coordination among Department of Labor (DOL) agencies on matters that relate to or may affect the interests of working women, and to delineate the responsibilities of DOL National and Regional officials in this area.

2. Directives Affected. Secretary's Order 12-80 is canceled.

3. Background. The Women's Bureau is the single unit at the Federal Government level exclusively concerned with serving and promoting the interest of working women. Through the years the scope of the Women's Bureau's concerns has expanded significantly until today the Bureau is addressing itself to the multiple roles of women in the work force and in our society at large. The Bureau, through direct relationship with designated agency liaisons at a policymaking level, deals with the many policy issues affecting women which cut across DOL agency lines.

4. Policy. "It is the policy of the Department of Labor that all of its activities and programs that relate to or may affect the participation of women in the Nation's work force or in the economic or social development of the Nation be coordinated with the Women's Bureau at the National and Regional office levels. This coordination is not limited to ensuring adherence to nondiscrimination but involves reviewing DOL policy, programs, research, evaluation, and materials to assure that needs of women, particularly working women, are being properly addressed."

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5. Assignment of Responsibility

a. The Director of the Women's Bureau is the principal advisor to the Secretary with respect to the interests and concerns of women. The Director is responsible for ensuring coordination among DOL agencies on matters or programs relating to or affecting women, and, subject to appropriate coordination with members of the Executive Staff, responsible for representing the Secretary on matters relating to women with Federal and State agencies and other appropriate governmental and private organizations.

b. Heads of DOL Agencies are responsible for coordinating with the WB on policies and programs which impact upon women. This coordination shall be inclusive of, but not limited to, the following:

(1) Consulting with the WB in the developmental stages of the preparation of policy materials, e.g., regulations, standards, and other material for publication in the Federal Register, proposed legislation, and congressional testimony.

(2) Providing the WB up-to-date information concerning developments relating to policies, plans, projects, studies, evaluations, proposals, and programs.

(3) Utilizing the expertise of the WB in staff consultations, task forces, meeting and conference invitations, seminars, training sessions, and similar activities.

(4) Informing the Secretary of Labor and the Director of the Women's Bureau of the staff member(s) at the policymaking level designated to maintain liaison with the Women's Bureau for this coordination.

c. DOL Regional Administrators and other Regional Agency Heads, subject to the directions and guidance of DOL Agency Heads, are responsible for coordinating their regional policies, programs and activities which impact upon women with the WB Regional Administrator. This coordination may be accomplished in various ways, namely through the structure of the Regional Committee on Activities Affecting Women (RCAAW) if retained by the WB Regional Administrator; or the Regional Executive Committee (REC); or the designation of a key staff member as liaison to meet periodically with the WB Regional Administrator on all matters affecting the coordination of programs and activities affecting women. Coordination shall be inclusive of, but not limited to the following:

(1) Providing the WB Regional Administrator up-to-date information concerning developments relating to policies, plans, projects, studies, evaluations, proposals, and programs.

(2) Utilizing the expertise of the Women's Bureau Regional Administrator in staff consultations, task forces, meeting and conference invitations, seminars, training sessions, and similar activities.

(3) Consulting with the Women's Bureau Regional Administrator in the development of regional issuances, regional policy guidance, and similar items.

d. Regional Administrators, Women's Bureau, are responsible for:

(1) Advising the DOL Regional Agency Heads with respect to the concerns of women.

(2) Serving as a member of the Regional Executive Committee.

e. Regional Representatives are responsible for consulting with the WB Regional Administrator on issues affecting women in conjunction with responsibilities as the Secretary's Regional Representative.

f. The Solicitor of Labor is responsible for providing legal services and assistance to the Director of the Women's Bureau and to all other DOL officials relating to the implementation of this Order.

6. Exemption. This Order does not affect the DOL Federal Women's Program which is administered by the Director, Equal Opportunity and Affirmative Action Programs, Office of Assistant Secretary for Administration and Management, to enhance employment and advance opportunities for women within the Department.

7. Effective Date. This Order is effective immediately.

R J Donovan

Raymond J. Donovan

NINETY-EIGHTH CONGRESS

PATRICIA SCHROEDER, COLO., CHAIRWOMAN
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U.S. House of Representatives
COMMITTEE ON POST OFFICE AND CIVIL SERVICE
SUBCOMMITTEE ON CIVIL SERVICE
122 CANNON HOUSE OFFICE BUILDING
Washington, D.C. 20515

TELEPHONE (202) 225-[illegible]

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AUG 3 1984

August 2, 1984

Honorable Barney Frank
Chairman
Subcommittee on Manpower and Housing
Committee on Government Operations
Room B349A Rayburn House Office Building
Washington, DC

Dear Chairman Frank:

I regret that I was unable to attend your recent hearing on the Women's Bureau in the Department of Labor. I am concerned about the Bureau's decision to terminate a successful job sharing arrangement in the San Francisco regional office. I therefore ask that my comments on this issue be included in the official record of the July 26, 1984, hearing.

With kind regards,

Sincerely,

Pat

PATRICIA SCHROEDER
Chairwoman

STATEMENT OF REP. PATRICIA SCHROEDER

I would like to thank Chairman Barney Frank for holding this hearing on the Women's Bureau in the Department of Labor. I appreciate the opportunity to comment on the job sharing arrangement recently terminated at the Women's Bureau in the Department's San Francisco regional office.

Until they were RIFed in November 1983, Madeline Mixer and Gay Cobb had been co-regional managers of the San Francisco regional office of the Women's Bureau. Between them, these two women brought over 30 years of federal government experience to the job. Madeline Mixer has served as regional administrator since the San Francisco office opened in 1962, and had been successfully sharing the co-regional manager job with Gay Cobb since January of 1981.

The removal of Madeline Mixer and Gay Cobb as co-regional managers is both an ironic and disappointing turn of events. It is ironic because the job sharing arrangement was most cost-effective for the government -- it was getting two workers with different skills and backgrounds, one black and one white, who were able to meet the needs of the Women's Bureau constituency. For this experience and service, the government had to pay only one full-time salary. The termination becomes even more ironic because on May 4 of this year the Office of Personnel Management (OPM) issued a new Federal Personnel Manual chapter promoting job sharing and advising federal employers and employees on how job sharing can be used in the federal government.

It is disappointing that the new leadership of the Women's

Bureau was not able to utilize and see the value of the job sharing arrangement in the regional manager position.

The OPM's strong policy on job sharing promoted in the new Federal Personnel Manual chapter recognizes the value of job sharing for both employer and employee. FPM 340-2 advised federal employees that "job sharing can provide an agency with considerable work scheduling flexibility." In a similiar vein, OPM Fact Sheet No. 6 on "Part-time Employment and Job Sharing in the Federal Service" points out that job sharing "provides management with extra flexibility since more than one employee is able to perform the duties of a position."

Although the information released by the Office of Personnel Management indicates that job sharing is one of the best things to come down the pike in years, the message apparently did not reach the Women's Bureau. Part-time work and job sharing are important issues to men, as well as to women; to parents with family responsibilities; to older workers approaching retirement, and to younger workers who want to combine work with further study. Moreover, the top recommendation of the White House Conference on Families was a "call for family-oriented personnel policies -- flextime, leave policies, shared and part-time jobs, transfer policies.".

As chairwoman of the Subcommittee on Civil Service, I chaired extensive hearings on alternative work schedules. I am well aware of the fact that job sharing lends itself to sharing high-level jobs. It is used in the private sector for very responsible positions. I have attached a letter I send to Lenore Cole-Alexander about the decision to terminate the job sharing position in the San Francisco regional office.

That decision is a set back for those who recognize the value of part-time employment and job sharing in the workplace. For those of us who thought the Federal Employees Part-Time Career Employment Act was finally taking effect, it is particularly disappointing. It is indeed a travesty that the Women's Bureau, of all federal agencies, has turned its back on the potential for job sharing as a beneficial innovation.

PATRICIA SCHROEDER
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ARMED SERVICES COMMITTEE
POST OFFICE AND CIVIL SERVICE COMMITTEE
JUDICIARY COMMITTEE
SELECT COMMITTEE ON CHILDREN, YOUTH & FAMILIES
CONGRESSIONAL CAUCUS FOR WOMEN'S ISSUES, CO-CHAIR

Congress of the United States
House of Representatives
Washington, D.C. 20515

November 18, 1983

Dr. Lenore Cole-Alexander
Director, Women's Bureau
Department of Labor
200 Constitution Avenue, N.W.
Washington, D.C. 20210

Dear Cole-Alexander:

I am writing to urge you to reconsider your decision to remove Madeline Mixer and Gay Cobb as co-regional managers of the San Francisco regional office of the Women's Bureau on the basis that job sharing is not feasible in a top management job.

Job sharing is uniquely fitted to high level jobs with managerial and supervisory responsibilities. There is evidence that job sharing can bring a more productive performance than would a single full-time employee. This is especially applicable to the San Francisco regional office which is a small office with one secretary, in addition to the regional director position. First, the supervisory duties can easily be managed by the two regional co-directors. Second, job sharing in the office brings to the region the expertise and talents of two capable individuals, one with 20 years of government service and the other with 10 years of government service.

Employees are sharing responsible jobs in both the public and private sectors. Listed below are a few of these which require high level managerial skills and in some cases supervision of large staffs.

President, New College, San Francisco
Deputy Director of Legislation, California Employment Development Depart
Supervisor for Job Search Workshops, Employment Development Department
Director of Personnel, Sistel Corporation, Cupertino, California
Supervisory teams, Levi Strauss
Director of the Children's Center, Corning Glass
City Attorneys
Administrative Assistant to State Legislator, State of Wisconsin
Assistant Attorney General of Tennessee (formerly held by job sharers)
Office Manager, Stanford University Graduate School of Business

In 1978 I was the sponsor of the Federal Employees Part-Time Career Employment Act which was enacted to encourage federal agencies to recognize part-time employment as a legitimate form of employment for federal workers in career positions. During extensive hearings we heard testimon about the effectiveness of part-time employees and benefits to their employers.

Enclosed for your interest is a section on professionals and supervisors as part-timers and job sharers from a book by Stanley D. Nollen, Ph.D., Georgetown University School of Business Administration entitled *New Work Schedules in Practice: Managing Time in a Changing Society*. I hope that it will be useful as you consider the role of job sharers in high positions in the Women's Bureau.

Part-time work and job sharing are important issues to men, as well as women, to older workers approaching retirement, and younger workers who want to combine work with further study. Moreover, the top recommendation of the White House Conference on Families was a "call for family-oriented personnel policies -- flextime, leave policies, shared and part-time jobs, transfer policies."

A decision by the Women's Bureau to remove one of the most successful examples of job sharing in the federal government would be a set back for those of us who recognize the value of part-time employment and job sharing in the workplace and worked hard to make it a reality in the federal government. It would indeed be ironic if the Women's Bureau, of all federal agencies, would turn its back on this very essential women's issue.

Sincerely,

Pat Schroeder

PATRICIA SCHROEDER
Member of Congress

Encl.

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Stanley D. Nollen, Ph.D.
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PROFESSIONALS AND SUPERVISORS AS PART-TIMERS AND JOB SHARERS

by Gretl Meier

Many business people believe that part-time employment is not feasible for high-level employees such as professionals and managers. These jobs all require great skill and long years of training inside as well as outside the company. Managers have to be available all the time and know what is happening in the workplace, it is argued. Continuity is important, and so is a career dedication to the job.

Stereotypes of part-time employment do not fit this mold. But how much of the exclusion of part-timers from high-level jobs is due to ill-conceived stereotypes that are not true in fact? (There are plenty of business people who equate part-time with temporary employment.) To what extent is part-time employment really technologically unsuited to high-level jobs? Is job sharing a good way to use part-time employees in professional and supervisory jobs?

Let us look at a variety of examples of part-time and job-sharing employees in high-level jobs to see just what kind of jobs they are, what kind of organizations they are in, and how these jobs are handled.

Part-Time Professionals

Part-timers, either as single individuals or as job sharers, are now proving to be effective professional and supervisory employees. The most dramatic growth in part-timers employed by the federal government, for example, has been in the higher-grade levels. Some eleven states have initiated programs to create professional-level part-time positions.

In the private sector, numbers are smaller, although a few companies, uch as Control Data, employ part-timers at professional levels—ccountants, programmers, and personnel administrators. In both the rivate and public sectors, part-timers are administrators, analysts, lanners, social service workers, lawyers, engineers, librarians, teachers, ysicians, and other health-care professionals. Some are in positions quiring a great deal of public contact, positions rarely considered suitle for less than full-time coverage. "Now that I've tried it for almost year," the manager of a part-time supervisor comments, "I have to y it's possible."[3]

One example serves to illustrate several of the necessary conditio for success. Carol Greenwald served on a part-time schedule for severa years as vice-president of the Federal Reserve Bank in Boston. Sh explained:

> In large part, it . . . worked because, while I am the official head o the section, I actually share my supervisory work with the other economist in it. Like team teaching, we have team management, with on member of the team being slightly more equal. I also have bright well-motivated workers in my section who are happy to take responsibility for their work. I do exactly the same job I used to, but for le pay. I also work harder while at the bank. . . . And of course I take a lot of work home, which I also did when I worked full time.[4]

Working extra, being experienced and organized, having excellent staff back-up, and sharing responsibility, are *some* of the necessary conditions for effective performance by part-time professionals and supervisors.

Based on Massachusetts state agencies' experience, part-time professional work is most easily performed well when (1) work is planned and scheduled in advance, (2) few emergencies arise, (3) work can be carried out independently (even within a team), and (4) work is on-site o in easily accessible geographic areas.[5]

Conversely, this report said that although no single characteristic of a job makes it impossible to do on a part-time basis, a combination of job characteristics taken together can make a job harder to perform on a part-time basis. Examples are frequent tight deadlines, supervisory work which cannot be delegated, coordinating inside and outside the agency, frequent site visits in short time periods, and lack of independence on the job.

The difference between difficult and impossible often lies in the commitment and capabilities of the part-time employees. Part-timers in higher-level positions must be able to (1) set priorities to make the best use of time, (2) consult freely to exchange information, (3) take initiative for information and queries, and (4) act independently to avoid overloading supervisors. They must be well organized and possess good communication skills. In general, they are experienced, often former full-time employees.

For most part-time professionals, extra hours are an expectation just for full-timers. "My guess is," comments a section chief at the fed-al Environmental Protection Agency, speaking of the part-time ofessional she hired, "that she does as much work when she is not re at the office. She leaves on Thursday evening and comes back with wealth of new ideas on Monday."[6] But part-timers need to set limits. hey can be assigned increasingly heavier loads and must learn how to tinguish between the normal periodic crises of administrative work d what may be inappropriate overtime.

art-Time Supervisors

art-time supervisors are best used when they supervise other profes-onals or highly trained staff, whether they are full- or part-timers. In hat is called a "consultative" model, supervisors act as advisers rather han as overseers. "I don't plan or schedule their work," explains the art-time manager of a four-person research team which meets weekly o assess tasks. "We agree among ourselves on what to do and how to o it."[7] Part-time supervision is successful when subordinates are able o take responsibility. Both part-time supervisors and workers need to lan carefully to ensure a steady work flow over a long period of time. he organization needs to establish methods of communication between rt-timers and other staff, either through meetings, memos, or posted hedules.

Supervision by part-timers is more difficult when work involves fre-ent crises. Because work usually involves mandated deadlines and is bject to constant emergencies, traditional first-line supervision is viously far more difficult for part-timers. In these cases, authority st be delegated and the supervisor must be experienced and able to ntify the essentials of the job. When first-line supervision also quires coordination within the organization, it can be done on a part-e basis only when work is performed in accessible locations and can asily divided.

Sharing in Managerial Positions

haring may solve and alleviate several of the difficulties apparent rt-time work in higher-level positions. Even more important, job sharing in professional and supervisory positions may often bring more productive performance than would a single full-time employee

Job sharing is most effective in higher-level positions which requir (1) liaison within and outside of the organization and other agencie (2) field work in different geographic locations, or (3) time pressur over long or short periods.

Three Mini-Cases. Among the job-sharing teams who supervise other employees (usually full time) are those who hold positions as office managers at the Stanford University Graduate School of Business, the deputy directors of legislation in the California Department of Employment Development, and the directors of the office of personnel development in a large eastern university. Team salaries range from $23,000 to slightly over $50,000. Two of these teams are responsible for budgets of approximately half a million dollars.

Take a look at these people's responsibilities and working styles to see the conditions that facilitate the successful sharing of these positions.

The office managers are responsible for the maintenance and space utilization of a building which houses 1,000 employees, recruitment of all nonexempt personnel, and supervision of 30 (mostly full-time) secretaries, word processors, and their own office staff. The two women who have been sharing this position for over two years consider themselves interchangeable in dealing with all matters and have no apparent task division. They work consecutive days—one partner for three days, the other for two-and-a-half. They maintain a midweek four-hour overlap and close communication lines with detailed notes. Because of their equipment and building responsibilities and the need to keep in contact with all staff, both spend more time elsewhere in the building than in their office.

The deputy directors for legislation represent the department before the state legislature, present positions on legislation, follow department bills through the process to enactment, and respond to requests for information from legislators and constituents. These two women direct a staff of eight, including four analysts and support staff. They use an alternating two/three-days-per-week schedule and specialize in different task areas. One is more concerned with fiscal matters and the other with unemployment insurance. Each has special responsibilities for each house of the legislature.

The personnel directors are responsible for design, implementation, and evaluation of career and organizational development programs for the university's 8,000 employees, including all levels of managers. They participate in all personnel policymaking bodies at the institution. Their own office consists of seven professionals and three support-staff members. These job sharers work the same hours daily. Their responsibilities have grown from an original 60 percent time to the current 70 percent time each. They consider their skills complementary and work in a totally collaborative manner. Both are out of the office a great deal, at meetings or at off-site training programs. They split many of these responsibilities, feeling that this allows the job function to be in more than one place at a time. They have considerable overlap time which they find important to keep each other informed and to give feedback on work performance. Both are actually involved in all aspects of the job despite splitting many tasks.

Each of these positions is performed especially well because two capable employees share responsibilities. All of these partners are highly qualified and experienced. One of the office managers had been working full time for 18 years in this position, the other for a shorter period in the same organization. The personnel directors, a married couple, both have strong backgrounds in organizational development and ad worked together elsewhere for several years. Of the two legislative ides, one had worked earlier with an Assembly caucus and had a trong journalistic background. The other partner had held a post within the department and brought more of a fiscal background.

The "consultative" model is very apparent in these job-sharing posi- ons. Notice that all three positions involve responsibilities conducted utside of the immediate office. The office managers are able to super- ise in what they describe as a "hands-*off*" style. They find, as super- sors, little need to directly oversee their 30 staff members, who are cated throughout the building. The personnel directors and the legis- tive aides (all of whom operate in similar physical settings) make a onger case, describing their style as "involving people in manage- nt." The aides operate in as close to an egalitarian model as possible. y hold regular weekly staff meetings with a rotating chairperson at ch each staff person sets his or her own weekly priorities. Both shar- do not attend the same sessions, but are in constant communication earn all the nuances.

These job sharers as supervisors credit high-caliber staff with making this style possible and rewarding. In the legislative aides' office, sharers explain that the lead person below them is a staff manager who is responsible for the day-to-day work flow (a job formerly held by one of the sharers). A mutual sense of trust, they maintain, encourages staff development. Greater initiative and productivity result, one says, when supervisors are able to "look at the product rather than the system."

Consensus between sharers who are supervisors is crucial. All emphasize the need for communication and for the sharing of differences (sometimes by dividing tasks), but also the importance of reaching common positions. To avoid any possibility that the staff will consider them as divided authority, they stress the absolute necessity of adhering to joint decisions. As the vice-president in charge of the directors of personnel explained: "I know what one tells me will represent a common position."[8] One partner points out, "I think it's sort of a myth that if you have two supervisors, people would play them off against each other. . . . If the two supervisors agree anyway, it doesn't make any difference."[9]

Job Sharing in Professional Positions

Job sharing in high-level, nonsupervisory positions also requires experienced and committed employees, management support, and, varying with position requirements, cooperative partner relationships.

Here are three mini-cases of positions which are better suited to two job-sharing employees than to one part-time employee. These cases also demonstrate that some jobs are equally or better suited to two persons sharing a job than to one person working full time.

Internal Consultants. The organizational development consultant in the City of Palo Alto, California, is responsible for maintaining liaison between the city manager and city department heads. The partner who first shared the position with another consultant of complementary background later helped to hire his replacement. The second pair has since been sharing for over two years. "Such a position," she explained, "would be difficult for one person full time because of the many bases to be covered." Two employees are able to split departments and "work together conceptually" on common issues. Because style and orientation are especially important, job functions are well covered by two employees of complementary backgrounds who frequently overlap to confer.

The fact that the city management is accustomed to job sharing is important. "It's a sort of psychological contract," says one partner of their acceptance by the 14 top executives to whom they report. The sharers' different approaches do not invite invidious comparisons.

Physicians and Social Case Workers. Job sharing allows improved coverage in other professional positions. It has proved especially advantageous in those which are demanding and stressful, such as health care and social service. In instances where responsibilities are easily divided (such as by case load), job functions are more easily performed by two job sharers. Unlike ordinary part-time employment, and sometimes better than full-time staffing, job sharing allows for extended coverage. Extensive travel, when assignments are based on territory to be covered in a single day, is difficult for part-timers. When job sharers are scheduled in week-on or week-off modes, there is sufficient office time for follow-up work. Emergency coverage is also easier. "We can occasionally cover for each other in crisis situations," says a social worker, "and have come to know each other well enough so that we . . . implement a continuous service to clients even though we are not usually involved with all of them."[10]

Although job sharers (like part-timers) in these and other professional positions are often called upon for extended hours, some find the presence of a partner lessens the sense of pressure and gives "the feeling of having another resource and of wisdom when you feel yourself at your wit's end."[11]

Two physicians who are anesthesiologists in a large city hospital show that job sharing can be used even in typically high-pressure total commitment jobs. "Although individual patient care is not really shared," ays one partner, "even when I'm not physically here, I feel that I have omeone who is committed to my patients."[12] Their supervisor values heir sense of teamwork. There is practically absolute communication etween them. "And you can assume that on a given day one knows erything the other one did the previous day or what anybody else ."[13] Most notably, this is not a singular example; a number of shared hedules of internships and residencies are being instituted throughout United States.

Teachers. Teaching at the elementary-school level has particularly attracted job sharers and school administrators. The earliest employers of job sharers, schools are now faced with fiscal stringency and teacher layoffs, and view job sharing as a way to accommodate staff who wish to reduce assignments *and* save jobs. Job sharing can yield cost savings when teachers at different ends of the salary schedule are paired, and when teachers cover for each other, thus eliminating the cost of substitutes.

These hundreds of positions are now proving especially well suited to job sharing because of qualitative benefits derived from (1) diversified experience levels and the pairing of complementary skills, resulting in versatility and curricular strength; (2) retention of older teachers; and (3) the energy level of teachers who are, as officials point out, "able to spend much more time with the kids" and "go beyond their 50 percent."[14] One administrator points out:

> I think . . . our experience indicates that those who share jobs are able to excite and enthuse each other. Our experience with part-time teaching indicates that there is very little communication . . . even though we do employ (part-timers), the results have not been as satisfactory as when two individuals will actually share the job together.[15]

In teacher job sharing, the same criteria for success hold true: principals supportive of sharing, partners with complementary skills who are compatible and share the same teaching goals, and good communication. Because these conditions have been present in a growing number of cases throughout the United States, sharing in the schools has proved especially successful. Administrators have found it possible to deal equitably with the difficult matters of tenure which are specific to the teaching profession.

College Teachers. Job sharing in college teaching has primarily been by married couples. Although part-time work is possible in many institutions, until recently it has rarely carried the possibility of commensurate salary and benefits or the possibility of a regular, tenured appointment. But these are sometimes associated with job sharing. Organizational conditions which initially appear complicated have been solved in various ways. Institutions have developed different types of contracts: separate, linking, or joint—some temporary, others more regularized. Decisions on voting rights, sabbaticals, and even the sharing of office space have been made to the satisfaction of partners and the organization. Schedules include alternating semesters, joint courses, and divisions in teaching, with collaboration on research. Administrative duties have been performed both separately and jointly by sharing couples.

Equal professional competence and the ability to function as cooperative partners—necessary conditions for all professional-level job sharing—are especially important. The usual skepticism about the value of part-time work is even more strongly articulated in the academic profession than elsewhere. For this reason, too, high-level administrative support is a *sine qua non.* Because tenure is complicated, and because these work settings are also often social settings, successful job sharing cannot be otherwise managed.

One of the longest-term examples is that of the couple who have been sharing an appointment in American history at a California college since 1972. Originally their contracts were linked: in the case of one job sharer leaving, the other had first refusal to take the position on a full-time basis. This arrangement changed over the years, and both have since been granted tenure at different times because of their different qualifications. Both partners have offices, receive travel expenses, take sabbaticals, and vote in faculty meetings.

As for being professionals, one partner says, "When we teach together or have to make decisions together, we treat each other as colleagues. We work our courses, negotiate, compromise, do all the normal kinds of things . . ." The institution is likely to find, as a director of personnel commented regarding three couples sharing three full-time positions, "There is no question we are getting more than a full-time person for each position. And we're getting two sets of talents."[16]

Replicable Conditions

These examples of part-timers and job sharers in professional and/or supervisory positions illustrate the two key special but replicable conditions required for effective job performance:

1. Positive attitudes on the part of managers and the willingness to consider and support qualified, experienced employees, either as part-timers or as cooperative job sharers, depending on j requirements.
2. Careful planning and consistent follow-through by both part-ti ers and job sharers to (a) make the best use of work time, (ensure communication for daily and long-range performance, a (c) in the case of job sharers, to make best use of complementa skills.

advocates for women
a women's economic development center

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July 15, 1984

Rep. Barney Frank
Manpower and Housing Subcommittee
Committee on Government Operations
Rayburn House Office Building
Room B 349 A
Washington, D.C. 20515

Dear Congressman Frank:

I am the Executive Director of Advocates for Women, a nonprofit organization that provides skills training, career counseling and placement services for women and affirmative action recruitment services to employers in the San Francisco Bay area. As such, I have utilized the resources of the U.S. Department of Labor Women's Bureau Regional Office in developing programs that meet the needs of women, particularly in the areas of nontraditional and technical employment and service delivery to disadvantaged women and female heads of households. I would like to submit the enclosed testimony for your Subcommittee's Oversight Hearings on the Women's Bureau scheduled for July 24.

I can't tell you how dismayed I am by this Administration's appointment of Lenora Cole-Alexander as Director of the Women's Bureau. At a time when the press and the public are more and more supportive of the rights of working women, Dr. Alexander has led the Bureau in a direction that is out of touch with the needs of working women and women such as displaced homemakers, female heads of households and other groups requiring specialized assistance.

I am sorry that I cannot be in Washington for the hearings and hope that the enclosed testimony will add to the evidence that the Women's Bureau under the current Administration is failing to fulfill its legislative mandate.

Thank you for the opportunity to provide testimony on this important subject.

Sincerely,

Barbara Woodward

Barbara Woodward
Executive Director

enc

414 mason street • san francisco, ca 94102 • 415/391-4870

TESTIMONY SUBMITTED TO THE MANPOWER AND HOUSING SUBCOMMITTEE, COMMITTEE ON GOVERNMENT OPERATIONS, OVERSIGHT HEARING ON THE WOMEN'S BUREAU, TO BE HELD JULY 26, 1984.

SUBMITTED BY: BARBARA WOODWARD, EXECUTIVE DIRECTOR, ADVOCATES FOR WOMEN,
SAN FRANCISCO, CA

Advocates for Women is a nonprofit women's employment organization that provides skills training, counseling and job placement assistance to women in the San Francisco Bay Area. Our mission is to promote employment opportunity for women in nontraditional and upwardly mobile fields. We serve a high proportion of low income women and female heads of households. The training we do is primarily in the construction trades and technical occupations such as electronics technician and office machine maintenance tech which provide high wages at entry and opportunities for advancement.

Our organization has worked closely with Region IX of the Women's Bureau on many occasions. In 1982-83, we were awarded a contract from the Women's Bureau to conduct a Bay Area wide Job Fair and Talent Bank for low income women. The Job Fair was held in April, 1983 and the Talent Bank is still in operation at our Hayward, CA office. We worked with Gay Cobb, the recently RIFed Regional Administrator of Region IX, to plan and implement the project. We found her to be helpful and conscientious. The experience of working under contract with the Bureau was not altogether a positive one, however, because of what we felt to be extreme control of details of the work performed being exercised by the Washington staff of the Women's Bureau. Approval of not only our brochure copy, but of the graphic design and layout had to come from Washington. This was not made clear initially. It became clear when we were told we had to redo the brochure layout to conform with Washington's wishes. This put us behind schedule on printing and producing the promotional materials and caused us to incur additional expense to make the required changes. The final exasperating blow came with the news that Dr. Lenora-Colr Alexander, who was advertised on the promotional materials as the keynote speaker, would not be able to attend. As I recall, we learned of this the day before the event. Dr. Annie Neal of the WOmen's Bureau filled in for her and was well received by the audience.

I have gone into some detail indescribing this experience because it was the beginning of our awareness that something was terribly amiss at the Women's Bureau. Gay Cobb and Madeline Mixer, who have been trusted advisors to our organization for many years, were experiencing severe problems with their supervisors in Washington, despite the fact that their performance appraisals deemed them "fully successful". The problems they were having were based in the profound philosophical and political differences they felt with the Reagan Administration's appointee, Dr. Lenora Cole-Alexander, and her Administration at the Women's Bureau. Under Dr. Cole-Alexander's Administration, the Women's Bureau has moved away from its historical role of advocacy for the rights and needs of working women, women in nontraditional occupations, displaced homemakers and disadvantaged women.

While going through the motions of advocacy for women, the spirit of Dr. Cole-Alexander's Women's Bureau is one of boosterism for the Reagan Administration's policies which have been (in the opinion of our organization and most employment advocates) close to disastrous. A case in point is the Bureau's current JTPA Initiative which consists of offering conferences around the country to inform women about the Job Training Partnership Act which replaced CETA. There are a number of curious things about this initiative.

First of all, the Women's Bureau was not involved in advocating for women's needs in the development of the legislation as one would have expected given their legislative mandate. Instead, it was left to private groups such as Wider Opportunities for Women and the Displaced Homemakers Network to testify during the development of JTPA and push for language in the final legislation that explicitly identifies female heads of households and displaced homemakers as populations requiring specialized services and directing local PIC's to emphasize nontraditional employment for women, the kind of jobs that offer a decent wage at entry to women who must support themselves and their dependent children. Where was the Women's Bureau when this legislative process was occuring?

Second, the Bureau's JTPA Initiative was ill timed to serve the needs of women's employment advocates who wished to utilize these federal funds to serve the needs of women. The conference held in Sacramento on July 10 was too late to enable women to participate in the funding process for Program Year 84-85 which began July 1. Virtually all of the local funds had already been allocated by the PIC's in February and March on a timeline mandated by the legislation. While the information at the conference was useful, it would have been far more useful had it been presented six months earlier to enable women's groups to participate more fully in the JTPA funding process at the local level.

Finally, the conference embodied the "boosterism" for the Reagan Administration that I feel is incompatible with advocacy for the interests of American working women. The keynote address, given by Mrs. Quentin Wright of the Women's Bureau, with its lavish praise of JTPA and its opportunities for women, completely glossed over the problems women have experienced in gaining access to JTPA funding. Her glowing oratory before a group that had plenty of experience with JTPA funding that did not match her claims left the audience feeling bitter and angry. The guest panelists from the various California SDA's and from the Employment Development Department were far more critical and frank in their assessments of the shortcomings and imperfections of JTPA and were consequently more helpful to me and other women's employment advocates. Why wasn't the Women's Bureau responding to the generally perceived need for legislative advocacy to amend and improve the JTPA as it affects women's employment?

The most painful symptom of the co-optation of the Women's Bureau has been the RIFing of Gay Cobb and Madeline Mixer from their job-shared position as Regional Administrators in Region IX. The whole process showed a callous disregard for the long careers and dedication of those two fine civil servants. I first became aware of the situation when I received a Job Announcement from the U.S. Department of Labor dated September 1, 1983 advertising a vacancy for the position of Regional Administrator in Region IX, Gay and Madeline's shared job. When I called them, they said they had not yet received formal notification of the RIF but were expecting it. Their notification was received on September 14.

Local employement advocates have been appalled by the treatment of Gay Cobb and Madeline Mixer, but are even more upset by the attack on the concept of job-sharing. The Women's Bureau position is that the job sharing arrangement was a management nightmare that hindered effective delivery of services in Region IX. As a constituent, let me say that we feel we received far better service from the combined talents of Madeline and Gay than we would have from a single incumbent because of their complementary background and experience. I always found each to be well informed about the activities and projects which the other was spearheading.

Our concern is that by eliminating job sharing as an option in federal employment, the Women's Bureau is sending a clear message to employers that the government no longer supports such innovations that have made possible the entry of working mothers and others preferring flexible schedules into the paid labor force. This is a serious erosion of the progress made in the last ten years

Not only were Gay and Madeline unfairly treated but the constituents have been left with an acting administrator for the last six months while the Bureau has supposedly been conducting its search process for a new Regional Administrator. Neither Gay nor Madeline were offered the full time position, which would have been the obvious solution if job-sharing was the real issue. Instead, constituents in the Western Region have been confused and concerned by the delays in selecting a permanent Regional Admministrator. It is also our understanding that the costs of staffing the Region with an Acting Admnistrator are far in excess of the normal salary and benefits costs.

I am heartened to have the opportunity tosubmit this testimony and hope that the oversight hearings will put the Women's Bureau on notice that it must pursue its legislative mandate to advocate for the rights of working women and that it should at all times serve as a model to private employers in its positive and supportive treatment of its female employees.

TESTIMONY
by the
COMPARABLE WORTH PROJECT
for the
MANPOWER AND HOUSING SUBCOMMITTEE
of the
COMMITTEE ON GOVERNMENT OPERATIONS
HEARING
on the
WOMEN'S BUREAU

The Comparable Worth Project is an Oakland, California-based resource center on the issue of wage discrimination in women's occupations. Since 1980, we have been providing information on this multi-faceted issue to women workers, employers, unions, lawyers, universities, grass roots organizations and many others. Our quarterly newsletter reaches over 600 subscribers. Thousand of other individuals and organizations have obtained publications we have authored, including "First Steps to Identifying Sex and Race-based Pay Inequities in a Workplace."

Since our inception, we have found the Women's Bureau through its national and regional offices, to be in invaluable source of general information on women workers, as well as particular information on occupational segregation, the male-female earnings gap, wage discrimination, and subgroups of women workers, including women of color, older women and female heads of household.

We have prepared these remarks as an organization which has benefited greatly from the information and support we have received from the Women's Bureau to raise two issues of particular concern to us at this time.

First, we are concerned about the apparent recent shift in the Bureau's activities away from its historic and important role in the collection and reporting of data, not available elsewhere, on workforce segregation, earnings differentials, and wage discrimination and how these issues impact specially on women workers. This kind of data enhances the dialogue and, ultimately, encourages resolution of critical economic equity issues for women workers which must not be ignored.

We cannot afford to have the Women's Bureau reverse its traditional role as provider of this kind of information at the same time that the poverty of women, including paid women workers, is increasing dramatically. Indeed, it would be more appropriate for this agency to expand its efforts to shed light on these problems and hasten their resolution.

Our second concern involves the "reduction-in-force" action taken by the Bureau in September 1983 which removeed Madeline Mixer and Gay Cobb from their shared position as Co-Regional Administrators of the Western Region of the Bureau, the region which serves our geographic area and is headquartered in San Francisco.

The only explanation we have heard for this action has been that the national office is "dissatisfied" with the job-sharing arrangement. However, we are inclined to believe that this particular action is itself a reflection of the Bureau's retrenchment.

If the national office had checked with any of the Bureau's local constituency, we think it would have found that constituency to be more than satisfied with the work of the Western Regional office and its staff.

In fact, Gay and Madeline have demonstrated that a job-sharing arrangement can enhance the work of the Bureau by allowing it to reach, reflect and serve a broader constituency and by bringing together a diversity of energy, creativity and talent which is only available when two (or more) people work together.

In short, the effectiveness of the program here has been dramatically curtailed by this unfortunate and unexplainable personnel action. As you consider the issues facing the Women's Bureau today, we urge you to reverse this action and return Madeline and Gay to the position that they shared. We also hope you will act as quickly as possible to assure that the Bureau will continue and accelerate its role of providing information which can help eliminate wage discrimination and poverty which face most women workers today. Thank you.

Virginia Dean, Coordinator, Comparable Worth Project
July 17, 1984

TRADESWOMEN, INC.
P.O. Box 40664, San Francisco, CA 94140

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July 19, 1984

Mr. Barney Frank, Chairman
House Government Operations Subcommittee
On Manpower and Housing
Rayburn House Office Building, Room B-349-A
Washington, DC 20515

Dear Mr. Frank:

In November 1983, Madeline Mixer and Gay Cobb, Co-Regional Administrators of the Women's Bureau/USDOL, San Francisco, were RIFed. The reason given for their firing is that they were "job sharing." This lame excuse (which is in opposition to both the Bureau's own support for work-time options as well as the Federal Employee Part-Time Career Act of 1978) is merely an attempt by the current administration to obscure harassment of two effective women's advocates and diminish the effectiveness of the Bureau.

As the only agency legislatively mandated to promote the welfare of women workers, the San Francisco Bureau office under the direction of Mixer and Cobb has consistantly been an advocate and suporter for working women. Tradeswomen Inc., a 500 member non-profit organization, and other groups assisting blue-collar women have received information, support, and assistance from them. We have worked in conjuntion with them towards our mutual goals of helping women get training and find employment. To remove Mixer and Cobb from their positions is an insult not only to them as individuals; it is also a slap in the face for the thousands of women who have benefitted from their efforts to improve the lives of women workers.

I am compelled to join the call for a thorough review of the terminations of Madeline Mixer and Gay Cobb. A full investigation of the facts will reveal the retaliatory nature of their firings. Their prolonged and continuing absence from the Women's Bureau is an affront to them and detrimental to the women of this region. I urge you to reinstate both of them to their positions as Co-Regional Administrators.

Sincerely,

R.L. Kierstead

Roberta L. Kierstead
Executive Director

MATH SCIENCE NETWORK
Math/Science Resource Center
c/o Mills College
Oakland, California 94613
(415) 430-2230

July 19, 1984

Barney Frank, Chairman
Congress of the United States
House of Representatives
Manpower and Housing Subcommitte of the
Committee on Government Operations
Rayburn House Office Building, Rm B-349-A
Washington, DC 20515

Dear Congressman Frank:

The Math/Science Network joins with other national and regional organizations in wishing to give your committee information for consideration in your July 24 oversight hearing to review the operations and programs of the Women's Bureau of the U. S. Department of Labor. As we expressed in our letter of November 18, 1983, to Lenore Cole-Alexander, Director of the Women's Bureau, we were deeply concerned with the action that removed Madeline Mixer and Gay Cobb from their positions in the Western Regional Office of the Women's Bureau.

Since the mid-seventies, Madeline Mixer has been a source of strength and support to the members of the Math/Science Network, a grassroots organization which encourages women to study and work in the challenging world of technology. She has helped us grow from a handful of concerned educators to over 1,200 scientists, teachers, parents, community leaders, and business people who volunteer their services to correct the underrepresentation of women in mathematics- and science-based fields. I am enclosing a fact sheet about the Network.

Ms. Mixer has been instrumental in helping the Network gain local and national visibility on the issues it addresses through inviting our participation in panels, seminars, and conferences which she and Ms. Cobb helped plan. She has also been supportive of Network programs, particularly our "Expanding Your Horizons in Science and Mathematics" career education conferences for secondary school young women. The Western Regional Office was a rich source of resource materials and networking contacts for us as we coordinated these nationwide conferences.

The members of the Math/Science Network are alarmed at the loss of Madeline Mixer and Gay Cobb from the Women's Bureau. They - and the office they ran - were a source of strength to programs and people. We do not want to see this strength sapped by understaffing and underbudgeting. Therefore, we would urge your committee to investigate this matter carefully.

Sincerely,

Jan MacDonald

Jan MacDonald, Director
Math/Science Resource Center

NORMAN P. ISHIMOTO

Consultant
Employment & Merit Systems

July 16, 1984

Congressman Barney Frank, Chairman
Manpower & Housing Subcommittee
Committee on Government Operations
US House of Representatives
Rayburn Office Building, Rm B-349-A
Washington, DC 20515

Dear Congressman Frank:

I understand that your Subcommittee will soon hold an oversight hearing to review the Women's Bureau, US Department of Labor. I am writing this letter to provide information that is pertinent to your hearing.

I first became acquainted with the work of the Women's Bureau in 1973, when my office was located near its San Francisco Regional Office. Ms. Madeline Mixer, its Administrator, often informed me of the economic problems of women in the working world. I was then a personnel and equal employment opportunity specialist for the US Civil Service Commission. I went on to hold administrative and investigative posts in several Federal agencies across the nation and overseas. Currently, I am a private consultant in Federal employment matters.

In 1979, I returned to San Francisco to work for the US Merit Systems Protection Board's Special Counsel and again found my office near Ms. Mixer's. We renewed our acquaintance and I learned more about the Bureau's work in this region.

I was very impressed. In the decade that I have known her, she spearheaded and advanced many successful, breakthrough projects.

Two of these projects are most familiar to me. The first was a massive effort to recruit and place women in apprentice programs. When I was a MSPB and Navy investigator, I had the opportunity to meet or observe many tradeswomen. Most of those employees would not have had their positions without her leadership.

A project of this type and magnitude was not simply implemented after brief planning. In those days it required indoctrinating public and private agencies across a very wide spectrum (from conservative agency managers to radical feminists) to participate and to believe that meaningful results were possible.

Additionally, it necessitated working simultaneously with other agencies and unions to rethink and rewrite regulations to enable the program to succeed.

The second experience came when she talked me into volunteering time (eventually many hours that also broadened my own horizons) for a non-profit organization. This organization is New Ways to Work, a San Francisco agency with affiliates across the country. Ms. Mixer had an important role in fostering and advising it.

I realized how much she had done to lead employers - both public and private - to restructure their work to accommodate part-time and shared jobs. I spoke with many women who told me how their livelihoods and careers were sustained by this concept advanced by the efforts of such organizations as New Ways to Work.

For years, Ms. Mixer was personal proof to many people that the Federal government was committed enough to advancing the status of women that it had placed an able spokesperson in an important post to work both within government and in the wider community.

In 1980, she decided to encourage the practice of the Federal government's policy of shared jobs by requesting it for her own position. Thus, Ms. Gay Plair Cobb transferred from the Bureau's Washington, DC Headquarters to share this position. The advantages to the government soon became apparent: the energies that each woman gave to the job exceeded the 50% requirement. Furthermore, each had special talents to benefit the Bureau's work and the employment rights and opportunities of women in this region.

However, starting in 1981, I observed a series of attacks upon Women's Bureau programs - from within! Making benign neglect an obsolete concept, Headquarters withdrew delegations of authority to this Region (and I presume to the others also). Of course, obtaining Headquarters approval of formerly routine decisions and commitments slowed down work and obstructed relationships with other agencies.

Finally, in 1983, Headquarters initiated a peculiar change. Ms. Mixer and Ms. Cobb found that their positions were not exactly eliminated, but not exactly kept, either. As accustomed as I was after 15 years of Federally-related service, this reduction-in-force (RIF) was a classic of obfuscation.

Neither manager was accused of not doing her job, nor of doing it poorly. Neither was told that she was not effective. Thus, it was not ostensibly an adverse action.

On the other hand, it was not a typical reorganization, either. Nor for that matter did it fit the regulatory definition of one.

The position was not abolished. It was not part of any reorganization; the regional office continued to exist as it had. In fact, neither incumbent was told in writing by a responsible agency official WHY their two parttime jobs were abolished.

A single fulltime position was created to replace them. However, Labor did not fill it: for the last eight months, an employee from Headquarters has been "temporarily" assigned with per diem expenses.

"Sham" is the only word that fittingly describes this RIF action.

As you are aware, this Federal region encompasses four states and more than ten percent of the people of the USA. It is not difficult to estimate the deleterious effects of leaving this position in limbo for the better part of a year.

The Congressional mandate for the Women's Bureau is not now being met.

Here in San Francisco I am in a position only to observe limited results of the decisions made by the Women's Bureau Director, Ms. Cole-Alexander. I hope you will find it reasonable to subpena her to justify her actions that so unnecessarily injure women in this Region.

Thank you for this opportunity to express my views. I hope you find them of value, and I would be pleased to help in any way possible.

Sincerely yours,

1347 Massachusetts Ave., S.E.
Washington, D.C. 20003

July 20, 1984

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JUL 23

Barney Frank, Chairman
Manpower and Housing Subcommittee
of the Committee on Government
Operations
Rayburn House Office Building
Rm B-349-A
Washington, D.C. 20515

Dear Congressman Frank:

Just recently it came to my attention that your Subcommittee will shortly hold hearings on the operations and programs of the Women's Bureau. Several years ago I was the Coordinator of a CETA-funded program, New Directions for Women(NDW), based in Modesto, California. At that time, I had the privilege of working with Madeline Mixer who was then the Regional Administrator of the Women's Bureau for Region IX. New Directions for Women was a program which tried to encourage women to enter non-traditional job fields such as firefighter, welder, and carpenter, so that low-income women could enter higher paying employment and avoid the stigma and unhappiness associated with welfare programs. I am pleased to say that we were reasonably sucessful in that endeavor.

Mrs. Mixer was instrumental in bringing together staff members from the many women's employment and training programs then in existence in the State of California so that we could exchange ideas, learn from each other, and work together on issues of common concern. That year I spent with NDW was one of the most rewarding of my life. Mrs. Mixer was always available for guidance and good advice, for suggestions and links to other women's employment groups. The enormous amount of support she provided to women's employment groups in California enabled us to more sucessfully open up job opportunities which were formerly closed to women.

Perhaps I should admit that when I began my work with New Directions for Women, I had never heard of the Women's Bureau. It quickly became for me a symbol of all that can be good and decent in government. I have been aware for some time that its activities have been sharply curtailed under the current administration. If your Subcommittee can do anything to correct that situation, your actions will be appreciated by women all over America.

Sincerely,

Ann Bardacke

Ann Bardacke

August 1, 1984
4000 Tunlaw Rd.
Washington, DC 20007

U.S. Representative Barney Frank, Chairman
Manpower and Housing Subcommittee
Committee on Government Operations
Rayburn House Office Building, Room B-349-A
Washington, D.C. 20515

Dear Representative Frank:

I was deeply interested in the Women's Bureau hearings held by your subcommittee last week. I was a Bureau staff member for 15 years, until I retired in 1977, and had responsibility for the 10 regional directors.

The testimony that worried me was about the State Commissions that the Women's Bureau helped found. They were very active in most States in helping women get formerly male-only jobs, and in bringing women's wages up to men's.

There was a very close relationship between the Commissions and and the Bureau's regional directors. The directors always took part in the yearly Commission meetings (paid for by the Women's Bureau.)

The last several years, there were very few regional directors at the yearly meetings. This was because they took annual leave and used money out of their own pockets. I understand last year's meeting in Washington had as leadership only the president of the National Association of Commissions for Women, taking annual leave and paying her own expenses, and two Bureau staff members from the Washington office.

I surely hope that, in the future, the Women's Bureau will pay the expenses of its regional directors and again have a close and valuable relationship with the State Commissions.

Sincerely,

(Miss) Marguerite I. Gilmore

What Should the Women's Bureau Be Doing?

A Comment by
Mary Dublin Keyserling
Consulting Economist; Former Director of the Women's Bureau

July 26, 1984
For The House of Representatives Manpower and Housing Subcommittee

I am glad to have had a request of the House Subcommittee on Manpower and Housing to indicate what I believe should be current and future activities of the Women's Bureau. There are many which I believe are vital.

As of June this year, 54 percent of all our women, 16 years of age and older, were members of the labor force. This is about double the proportion prior to World War II. Today, over two thirds of our women from age 20 to 54 are labor force participants There is every evidence that more and more women will seek jobs in the years ahead.

There are many problems working women confront with which the Women's Bureau should be concerned and which it could do much to help ameliorate. The Bureau should issue publications in considerably more numbers keeping the public informed as to where women are in the economy and matters they confront which should be of concern.

One matter is the continuing concentration of working women in traditionally female occupations which are relatively low paid, despite the rapid rise in their labor force participation. In 1983, 98 percent of secretaries, stenographers, and typists were women; 97 percent of welfare service aides, 96 percent of registered nurses, 91 percent of bookkeepers, accounting and auditing clerks, 89 percent of health service workers, and 83 percent of elementary school teachers. Today, more than one third of employed women hold clerical and kindred jobs; more than one quarter are sales and service workers and laborers. While about a quarter of employed women are managers and professional workers, about half of them in these occupations are in the fields of nursing and health services, and teaching at the elementary and secondary levels. About 80 percent of all women at work are in relatively low paid jobs.

This concentration raises problems with which the Women's Bureau should be concerned and informative and promotive of action.

The wage gap problem should be of special concern. In 1983, women's median annual earnings for year-round, full-time work were only 63 percent of those of men, similarly employed. In the mid fifties, the percentage was 65 percent. It is disturbing that over a nearly thirty year period, the earnings of women relative to those of men (in year-round, full-time work) should not have improved.

This is particularly surprising in view of the fact that women's educational achievements relative to those of men have increased very impressively in recent years. In 1981-82 women then received half of all Bachelor's degrees awarded, compared with 44 percent in 1971-72. They also received half of all Master's degrees, up from 40 percent in 1971-72 (and from less than 30 percent in the mid '50's). The change with respect to Doctor's degrees was even more impressive: up to 32 percent from 16 percent ten years earlier - a rise of 50 percent. (The proportion women received in the mid-'50's was less than 10 percent.) It is strange that these gains didn't do much to close the wage gap.

Women with higher educational experience suffer almost as severe a wage gap as working women in general. Comparing the median earnings of men and women, aged 25 and over, and with 4 years of college, and who worked year-round, full-time, the ratio was 62 percent in 1983, essentially the same as in 1970. On the average, female college graduates can expect to earn about 15 percent less than men with only four years of high school.

Professional women have a lesser wage gap than women in general. The ratio of their median earnings in 1983 was 65 percent of those of men, both working year-round, full-time, but this gap was even worse than it had been 10 or even 20 years earlier.

The worst occupational wage gap in 1980 was that for year-round, full-time women workers in sales occupations; their median salary income was 52 percent that of men.

There have been other developments that might have been expected to improve the relative wage status of women relative to men. Among them is the fact that women's work life has lengthened rapidly. Today, the average 20 year old young woman can expect to work for more than 30 years, more than double the work life expectancy her 20 year old predecessor would have anticipated in 1950.

The Women's Bureau should make speeches and publish materials to inform women and the public in general of this severe inequity to which women are exposed. It hasn't put out a Handbook on Women Workers for many years. In earlier years in the past this was very informative and helpful. It should be renewed. It should also release briefer publications to keep the public regularly informed on women's status.

The Women's Bureau played a significant part in the 1960's promoting the enactment and effective enforcement of the Equal Pay Act (passed in 1963) and Title VII of the Federal Civil Rights Act (passed in 1964) which prohibited discrimination in employment on the basis of sex as well as race, color, religion and national origin. In a Bulletin entitled "Equal Employment Opportunity for Women: U.S. Policies," published in 1982, the Bureau discussed the importance of promoting the welfare of wage-earning women but emphasized self-help efforts and voluntary solutions by employers. It did not mention the current ineffectiveness of enforcement of statutes, including Executive Order 11246 which supposedly requires affirmative action on the part of Federal contractors. It is hoped that in the future the Bureau will play a leadership role to help counter the current situation.

As far as is generally known the Bureau has not turned its attention in addition to equal pay for equal work to the desirability of comparable pay for comparable work, an extremely important relatively recent public concern.

It was until 1981 that most court cases failed unless they related to equal pay for equal work. That year the Supreme Court legitimized comparable worth claims under Title VII of the Civil Rights Act of 1964. That case was brought by Oregon prison matrons who earned $200 a month less than/male deputy sheriffs who guarded male prisoners.

The biggest court victory thus far for the comparable worth movement was last December when a U.S. District Judge, Jack E. Tanner, in the state of Washington, ordered the state government to pay its women employees $800 million to $1 billion in back pay and wage increases, saying that the state practiced "direct, overt and institutionalized" discrimination against its women employees. He ordered that formulas be worked out to raise the pay of the state's women workers about 31 percent.

Comparable worth cases have greatly proliferated. The State of Minnesota, in 1982, also countered incomparable pay for comparable work for women, adjusting the pay of some 8,000 employees. Some 18 additional statesare currently seeking job evaluation studies of pay inequity.

Two years ago the House of Representatives held hearings at which a number of witnesses contended that Federal pay scales were inequitable. This led to studies by the Government's General Accounting Office to ascertain the extent to which women's Federal jobs are underpaid. A few weeks ago the House passed a bill calling for a study to investigate whether sex bias plays a factor in determining the pay levels of Federal workers. Regretably, Linda Chaves, staff director of the Commission on Civil Rights, has expressed "grave reservations about comparable worth." In general, the Administration has expressed strong doubts about the comparable pay issue. It is therefor unlikely that the Women's Bureau can be expectedto express a position relating to it. But it should be hoped that it will be able to do so in time.

The Women's Bureau should keep the public informed about changes in women's earnings over recent years. Women work because they need the money. In 1983, 45 percent of all women in the labor force were single, separated, widowed or divorced. Most of them worked to support themselves and their dependents. A considerable proportion of the married women with husbandspresent work because their husbands' incomes are less than they feel necessary to meet basic family requirements.

It is important to note that despite many factors which might have been assumed to have increased women's wages, the median annual earnings of those who worked year-round, full-time, did not rise for a considerable number of years, measured in constant dollars - that is, adjusted for inflation. Wages so adjusted and compared are described as "real wages." In 1982, their real median earnings were actually 2 percent less than in 1970 - a striking contrast with the decade of the 1960's, when they increased 23 percent. While 1983 data are not yet available, it can be estimated that the median annual earnings of such women, that year, did rise a little but exceeded the 1970 level, measured in constant puchasing power by only about one percent.

Gross weekly earnings, measured in constant 1977 dollars, are reported for all nonsupervisory workers, men and women, in private nonagricultural industries. They averaged $198 in 1973 and by 1983 they were down to $171 - a decline of 14 percent. Actually, in 1963, average gross weekly earnings, measured in 1977 dollars, were $175- two percent higher than last year. It is estimated that women's average gross weekly earnings, measured in constant dollars, have not changed significantly relative to those of men. To have had the purchasing power last year of the majority of our workers actually lower than they were twenty years earlier, has been a very disturbing happening. Industrial production capacity has mounted very substantially over the last twenty years. In the 1960's up to 1972-73, weekly average real earnings rose, keeping purchasing power advancing and assuring mounting sales of goods and services. But to have had real average earnings in subsequent years lower than they were so many years earlier, has been a major factor in producing the two recent serious recessions. When many people have less money with which to buy goods and services, sales decline, unemployment increases, and other economic problems follow, including diminished federal revenue and much larger federal deficits.

These are developments that the Women's Bureau should report to the public. It should work effectively with national women's organizations and Commissions on the Status of Women and many other groups which are concerned with the need for raising purchasing power, not only in the interest of women but for the benefit of the economy.

Little is said by the Women's Bureau today about changes in family living standards. Many people have thought, in recent years, that with the rapid increase in the employment of women, family living standards would have risen and poverty declined. This has been very far from true. Median family income, measured in 1983 dollars, had risen from $19,906 in 1960 to $25,317 in 1970 - an increase of 34 percent. But in the 1970's, real median family income went up and down slightly, and by 1983 had dropped to $24,580 a level 3 percent less than in 1970 - a serious problem. To have had industrial production capacity mount considerably over that period and to have had median family income, in constant dollars, decline, is obviously a cause and result of major economic troubles.

In 1982, among all married couples more than half the wives were in the labor force - up from 40 percent in 1970 and 30 percent in 1960. It seems strange that with that sharp and steady rise, the real median family income of such families was lower in 1982 than 12 years earlier. Actually, for married couple families with wives in the labor force, their median family income which was $30,342 in 1982, was 0.6 percent less than in 1970, measured in 1982 dollars, despite the fact that the labor force participation rate of these wives had increased more than 25 percent.

A more acute purchasing power decline was that for married couples with wives not in the labor force. Their real median income of $21,229 in 1982 was 8 percent less than in 1970.

The median income of families headed by women was $11,481 in 1982 and it dropped the fastest - down 9 percent from 1970, measured in constant dollars.

The women who head their own families should especially have the Bureau's attention. Their proportion has risen very rapidly. In 1960, 10 percent of all families were headed by women; the proportion rose to 16 percent by 1983, the number rising from 4.5 to 9.9 million. The percentage of children in female headed families increased from 11 percent in 1970 to 20 percent in 1983 - representing one of five children.

Black women heading families rose to 43 percent of all black families by 1983 - more than doubling since 1950 - well over half of whom were in poverty. These families are the most neglected in the country. Of the 9.9 million black persons in poverty in 1983, 6.7 million, or two thirds, were in families headed by women. It should be noted, too, that nearly half of all black children under the age of 18 are poor. The Bureau should be concerned with the causes of these drastic changes which include high unemployment of black men, 20 years of age and over, (nearly triple that of white men), the extremely high rate of poverty of blacks - 36 percent in 1983 vs 12 percent among whites -, and the sharp reductions in social benefits, among other issues.

An especially important increase in the labor force participation of women has been that of married women with husbands present and with children. Among those with children aged 6-17 only, the rate considerably more than doubled from 1950 to 1982, up from 28.3 to 63.2 percent. Those with children under six entered the work force most rapidly, up from 11.9 percent in 1950 to 48.7 percent in 1982 - a more than four-fold increase.

Today, more than half of all children under 6 years of age - about 10 million - have working mothers. The number has risen very rapidly over the years, and has increased by more than 4 1/2million since 1970.

Far more day care facilities, and at affordable cost, have become of great importance to working mothers, especially those with low income. A serious problem for these women is the fact that federal funding for day care has been reduced by about 30 percent in the past few years, while the cost of care has risen considerably. Also disturbing has been the elimination of federal day care standards. This the Bureau should work to change. Most states have faced great difficulty in financing day care licensing and the maintenance of adequate quality.

It is estimated that as many as 6 to 7 million children from very young years through the age of 13, and with working mothers, are unsupervised part or all of the day.

Mothers who head their families have suffered especially, as pointed out above. Presently well over 60 percent of them are in the labor force, and over 60 percent of them have children. More than a third of these women are in poverty.

The Women's Bureau is at present, as over the past twenty years, concerned with the need for increased availability of adequate day care for the children of working mothers. It has recently published brief bulletins on federal legislation on day care and on child care centers sponsored by employers and labor unions in the U.S., and a more detailed pamphlet, "Employers and Child Care: Establishing Services Through The Work Place," used considerably in 1981 and updated and expanded in content in 1982. The Bureau has concentrated its efforts on encouraging the establishment of employer-sponsored child care systems. This is useful but only a very small proportion of growing day care need can be expected to be reached by day care sponsored by employers. There were 20 1/2 million children under the age of 6 in 1983, about 50 percent of whom have working mothers, and the number is expected to increase by about 3 million within five years. Partial and full subsidies by the federal government under Title XX

WIN also help provide preschool care, as do Head Start and Title I of Elementary and Secondary Education Act, and these programs, too, have been cut. With the number of children under 6,in need of care, rising rapidly and subsidies declining, one cannot begin to expect employer action to counter more than a small part of the loss of service.

I would hope the Bureau will call a national day care conference to help generate more activity on the part of organizations to increase awareness of the situation and to push for an increase in federal, state and local funding. The two national conferences co-chaired by the Women's Bureau and the Children's Bureau in the 60's did much to generate strong congressional and other support for essential action.

Another issue which should be of concern to the Women's Bureau, and about which they should do much to inform the public, is the changing status of older women aged 65 and over, the number of whom has increased very rapidly over the years 1960-1982. It rose from 9.1 million to 16 million, or by 76 percent, in contrast with the number of men of this age, whose increase was 44 percent. While in 1960, the number of women, 65 and over, was 21 percent more than that of men, by 1982 the difference was 48 percent. To put it another way, while there were 8 men for every 10 women in this age group in 1960, by 1982 the ratio was less than 7. The older people become,the mortality gap widens still more, leaving only 4 men for every 10 women among those 85 or older.

It is not surprising that far more elderly women, 65 and over, live alone, than men - 6.2 million women as compared with 1.5 million men, in 1982. The number of women living alone has increased 59 percent since 1970, while the number of men rose only 27 percent over that period.

One of the especially interesting happenings to older persons is the change in the relative income of older men and women. The median income of women, 65 and over, in 1983 was $5,559, as compared with $9,766 for men, a ratio of 57 percent. Measured in 1983 dollars, the median income of these older women has doubled since 1960, whereas that of older men rose about 71 percent.

In 1983, 17 percent of all women aged 65 and over were in poverty. Despite the rise in the poverty rate of all persons, since 1973, the percent of older women in poverty has declined a little.

I would hope the Women's Bureau in the years ahead will speak about and issue publications to keep the public more fully informed about the fact that poverty has increased substantially over recent years, and has had its hardest impact on women. In 1983, the number of all persons below the poverty line was 35.3 million, as compared with 23.0 million in 1973 - an increase of 53 1/2 percent. ~~xxxxx~~ Over those years, the proportion of all our people in poverty rose sharply from 11.1 to 15.2 percent--a 37 percent increase. In great contrast, between 1960 and 1969, 15.7 million people, including nearly 8 million children, escaped from poverty as a result of economic growth, low unemployment and low inflation, improved income distribution, and the War on Poverty programs. The poverty rate of persons declined 45.5 percent.

The family poverty rate rose faster from 1973 to 1983 than that of persons - up from 8.8 to 12.3 percent, a rise of 40 percent. This, too, is in striking contrast with the nine years 1960-1969 when the family poverty rate was reduced by 46 percent.

Over 60 percent of all poor people, 16 years of age and over, were females, in 1983. Of the elderly poor, over the age of 65, 71 percent were women. The number of people in poverty in families headed by women was almost half of all the poor, in 1983, although their families constituted only 16 percent of all families. That year, 36 percent of all families headed by women lived in poverty, a rate three times higher than for families as a whole. It should be noted, also, that the children in these families represented half of all poor children. In 1983, 55 percent of children in families headed by women were in poverty - a truly disturbing matter.

Still another issue of serious concern is that although black families are only 11 percent of all our families, they represented 28 percent of all families in poverty, in 1983. Of all black families, nearly a third were in poverty, compared with 10 percent of white families. Also, of all black families, 43 percent were headed by women, well over half of which were in poverty. These families are undoubtedly the most neglected in the country. Of the 9.9 million black persons in poverty, 6.7 million, or two thirds, were in families headed by women. And it should be noted, too, that nearly half of all black children under 18 were poor.

An important study recently made by the Joint Committee on Taxation showed a factor of importance in the poverty increase: families with poverty level incomes are facing considerably higher tax rates than they did a few years ago - an especially disturbing development in contrast with the fact that high income families are enjoying lower tax rates. The Washington Post recently commented, "Poor people are paying more taxes because payroll taxes have been rising sharply and because the administration's tax program did not include adjustments in the features of the income tax code that affect them most. The 1981 tax cut reduced income tax rates, but it did not increase either the standard deduction or the personal exemption. As a result the tax threshhold, the income level at which people must start paying income taxes, has stayed constant while inflation has pushed more and more people, especially those who work, into the taxable income range. At the same time, the Earned Income Tax Credit - which supplements the earnings of the very poor families - has seriously eroded in value."

In 1984, in consequence of these developments, it is believed that a family of four earning wages below the poverty level will pay 10.5 percent of its very limited resources in taxes in 1985, compared with 4 percent in 1978.

Some people, including a number in government, after the 1982 poverty figures were released, argued that they were overstated because only cash income was counted, and that the measurement of poverty income should also include in-kind benefits such as Medicaid, Medicare, food stamps, and other social service assistance. Late in February, this year, the Census released a study that totally contradicted that contention. It reported than even when in-kind benefits are included as income, the poverty rate rose even more sharply, in recent years, because benefits have been cut considerably. It is estimated that when the full market value of non-cash benefits were counted as income, the number of people in poverty, so redefined, increased from 15.1 million in 1979 to 22.9 million in 1982, an increase of 52 percent, or substantially faster than when only cash income was measured. This was not only due to budget cuts but also from the failure of welfare benefits to keep pace with inflation.

A report of the House Ways and Means Committee pointed out recently that the purchasing power of welfare benefits for low income families with children dropped

33 percent from 1970 to the start of 1984. Using Aid To Families with Dependent Children (AFDC) statistics, compiled by the Congressional Research Service, the House Committee pointed out that in current dollars average monthly maximum benefits paid to families of four, with no other income, rose over that period, but when adjusted for inflation the actual purchasing power of the benefits fell by one third. It should especially be noted that 97 percent of AFDC clients are women and children and 4 of 5 AFDC families are headed by women. It has been pointed out that as a result of the budget cuts and inflation, more than 325,000 families lost eligibility under AFDC and another 325,000 to 350,000 families had their benefits reduced. Over 550,000 children on AFDC were dropped between 1981 and 1982. It can be noted that AFDC benefits paid in the District of Columbia for families of four declined 41 percent in purchasing power from 1970 to early 1980, 47 percent in Virginia, and 31 percent in Maryland.

Not only have many women suffered from AFDC declines, many have been removed from Supplementary Security Income who are earners of low wages. Many were removed from Day Care Assistance. Over one million mothers and children have been removed from Medicaid. Over 1 1/2 million people were eliminated from Food Stamps Assistance and of those still recipients, benefits were reduced by nearly one third.

Few women's organizations give any considerable time to help educate the public about the impact of poverty on women and children, and the price the public pays because of its consequences. Information issued by the Women's Bureau in speeches and publications would help to generate concern and action.

In the years after the establishment of the Women's Bureau in 1920, and continuing throughout the 1960's, the Women's Bureau was concerned with minimum wage legislat and its importance for women. Women were virtually the sole recipients of state minimum wage laws until 1938. In that year the Federal Fair Labor Standards Act was passed, covering men and women alike. The Bureau had drafted model state minimum wage bills covering women prior to 1938 and often met with state representatives to assist in improvement of legislation. Following the passage of the Fair Labor Standards Act the Bureau's model state bills included men as well as women, promoting amended coverage

In recent years, the Bureau has not continued its activities in this important field. It should in the future, for another factor which has increased the feminization of poverty, in recent years, is the decline in the real purchasing power of the Federal minimum wage, over two thirds of the recipients of which are women. The rate is now $3.35 an hour. Measured in constant dollars, this rate is more than 30 percent less than was the minimum wage in 1968 -very hard for a minimum wage recipient to be that much worse off. A mother of two children who heads her family and who receives the federal minimum wage and is lucky enough to work year-round, full-time, is considerably below the poverty level. I would hope the Women's Bureau would help the public realize these problems, which it seems totally unaware of, and promote action to alleviate the declining real income of many millions of women who are minimum wage recipients.

There are other goals I would urge the Bureau to promote more intensively but space does not permit. One final matter I would wish to mention is the desirability of the revitalization of an Interdepartmental Committee on the Status of Women which in its early years helped promote the improved status of women in a wide range of federal agencies.

UWEX UNIVERSITY OF WISCONSIN—EXTENSION
430 AND 433 LOWELL HALL 610 LANGDON STREET MADISON, WISCONSIN 53706
WOMEN'S EDUCATION RESOURCES
Kathryn F. Clarenbach 608/262-2576
Marian L. Thompson 608/262-[illegible]779
Constance F. Threinen 608/262-9780

July 6, 1984

Congressman Barney Frank
Subcommittee on Manpower & Housing
B-349A Rayburn House Office Bldg.
Washington, D.C. 20515

Dear Mr. Frank:

I understand that the oversight responsibility of your subcommittee includes an assessment of the performance of the Department of Labor's Women's Bureau. Because my work has relied for over two decades on information and technical assistance from the Women's Bureau, I have especially keen feelings over what I regard as a serious failure of the present Bureau leadership to fulfill the mandate of that office. Timely information on key issues of concern to working women has not been forthcoming, and staff availability for technical assistance —regional and D.C.-based, in person or by phone—has become virtually nonexistent. The change on both counts from prior administrations is 180°. The loss to people such as myself is enormous.

As a Professor of Political Science at the University of Wisconsin—Extension, my teaching, research, public speaking and public service incorporate the gamut of "women's issues" with which the Women's Bureau was traditionally concerned. I enclose a copy of my Vita simply as an efficient way to convey the range of subject matter involved in both my University assignments and my Status of Women responsibilities.

Throughout the 1960's and 70's the Women's Bureau was an invaluable resource. Esther Peterson keynoted our first U.W. statewide conference on Continuing Education in 1963. Mary Hilton addressed a consultation here in that same period. Regional Director Marguerite Gilmore accompanied me in 1963 to confer with Wisconsin's Governor John Reynolds when we proposed our first Status of Women Commission, and that Regional office continued as a constant source of support throughout the 15 year life of the Commission. Mary Keyserling, Libby Koontz and Alexis Herman each made several significant presentations in Wisconsin, and it was the Bureau under Koontz' direction that enabled the formation, in 1972, of the National Association of Commissions.

The ties were close, Bureau publications on current issues provided essential data on public policy matters, and a general attitude of helpfulness in a partnership spirit pervaded the entire Women's Bureau staff. Those of us out in the states reported activity, sought suggestions, discussed strategies that were useful, shared our own research and publications, and knew that any such contributions would be received with respect and incorporated where appropriate in

Women's Bureau thinking. The sense of isolation and of being relegated to the sidelines of major events—all too common for us in the hinterlands who are deprived of a daily dose of the Washington Post—was certainly mitigated by the assurance that at least one office was listening and responsive.

Sadly, all that has changed. Except for the bi-monthly *Women and Work*, I receive essentially no Bureau publications. What fact sheets and brochures are available are out-of-date, and we continue to wait for the *Handbook for Women Workers*, previously an indispensable goldmine. Regional staff no longer participate in Wisconsin women's events, communication with D.C. staff has ceased, and today when I told a colleague I was writing this memo she asked, "Who is the Director of the Women's Bureau? I don't believe I ever heard."

It is particularly regrettable that at a time when the conditions of women's lives are public policy agenda priorities, the Women's Bureau is silent. Where are the Bureau's publications on the Feminization of Poverty, Comparable Worth, Affirmative Action, Economic Equity Act, 1984 Civil Rights Act, Child Support Enforcement, Marital Property Reform, Social Security, Health Care?

I hope my experience and my views will be of some benefit to your subcommittee. Should you have questions or want any further information I will be glad to respond.

Respectfully,

Kathryn F. Clarenbach

Kathryn F. Clarenbach
Professor

BPW
usa

The National Federation of Business
and Professional Women's Clubs, Inc.
of the United States of America

2012 Massachusetts Avenue, N.W.
Washington, D.C. 20036
(202) 293-1100

August 15, 1984

The Honorable Barney Frank
Chairman
Subcommittee on Manpower and Housing
Committee on Government Operations
U.S. House of Representatives
Washington, DC 20515

Dear Mr. Frank:

Members of the National Federation of Business and Professional Women's Clubs, Inc. (BPW/USA) meet annually to discuss issues of importance to working women. This year, one of the topics of discussion was the Women's Bureau. As you are aware, the Women's Bureau of the Department of Labor is the only federal agency devoted exclusively to the concerns of women in the labor force. Throughout its 63-year history, the Bureau has been a reliable ally promoting the needs of working women and working to improve women's opportunities in employment. We have worked closely with the Bureau on many issues and have highly regarded their services.

As an organization devoted to the full participation, equity and economic self-sufficiency of working women, our members are naturally very concerned about any diminution in services of the Women's Bureau. At our 50th National Convention held in Nashville, Tennessee on July 22-26, 1984 the 3,500 delegates assembled overwhelmingly passed a resolution concerning the Women's Bureau. We respectfully request that you include this letter and the enclosed resolution in the record of hearing of July 26, 1984.

BPW/USA is the oldest and largest organization for working women in the United States. Founded in 1919, BPW/USA today represents over 150,000 women and men in over 3,500 local organizations, with at least one organization in every Congressional district in the United States. If you have any questions or need more information, please do not hesitate to contact us.

Sincerely,

Winifred E. Lethbridge

Winifred E. Lethbridge
National President

WEL/lsl

enclosure

RESOLUTION # 9: WOMENS BUREAU

WHEREAS, BPW members value the leadership and assistance given to working women in all walks of life since 1920; and

WHEREAS, There has been a serious reduction since 1980 in the Womens Bureau Conferences, publications, research and demonstration projects which has deprived women of vital resources; and

WHEREAS, Congress is holding oversight hearings to explore the current Womens Bureau operation; therefore, be it

RESOLVED, That the National Federation of Business and Professional Women, Incorporated urge the Secretary of Labor and the Womens Bureau within the Department of Labor to resume a role of leadership on behalf of all American women; and

RESOLVED, That upon adoption, copies of this resolution be forwarded to the President of the United States and all Congressional committees that are holding oversight hearings.

COAL EMPLOYMENT PROJECT
&
COAL MINING WOMEN'S SUPPORT TEAM

PLEASE REPLY TO:

☐ COAL EMPLOYMENT PROJECT
P.O. BOX 3403
OAK RIDGE, TENNESSEE 37830
PHONE (615) 482-3428

☒ LEGAL SUPPORT OFFICE
16221 SUNNY KNOLL LANE
DUMFRIES, VIRGINIA 22026
PHONE (703) 670-3416

RECEIVED
JUL 30 1984

July 26, 1984

The Honorable Barney Frank, Chair
Manpower and Housing Subcommittee
B349A Rayburn House Office Building
Washington, D. C. 20515

Dear Congressman Frank:

I understand you are interested in getting the views of various women's groups who have had experience with the Women's Bureau of the U. S. Department of Labor over the past several years. This letter is responding to that concern.

Founded by women who grew up in the Appalachian coalfields, the Coal Employment Project (CEP) has been working since 1977 to help eradicate sex discrimination in the coal industry. We have utilized a variety of strategies, including legal support, support group development, publication of a monthly newsletter for women miners throughout the country, sponsorship of an annual national conference of women miners, research, and training programs to assist women break the barriers of sex discrimination in the coal industry.

When we were first getting started in the Fall of 1977, we contacted the Women's Bureau and got outstanding support. Not only did they listen to our concerns, but they also helped us identify useful contacts in other government agencies and encouraged us to develop a training program to meet the special needs of women who would be pioneers at their mine. We submitted a proposal which was ultimately funded by the Women's Bureau to intiate a model training program.

As a result of the initial training program, which was conducted in Caryville, Tennessee, during the Summer of 1979, we were subsequently funded by the Commonwealth of Kentucky, CETA, and private foundations, to conduct additional training programs in eastern and western Kentucky, Illinois and West Virginia. As a result of these training programs, numerous women launched their careers as coal miners and a substantial number of mines were exposed to their first women miners, all of whom were well trained, not only in technical skills but also in subjects such as legal rights, sexual harassment on the job, support group development, tool use and identification. We are currently exploring the possibility of launching another training program in the expanding lignite fields of Texas early next year.

Our initial grant with the Women's Bureau assisted us in expanding our horizons greatly, but unfortunately since late 1980 we have not been given any further encouragement or support from its national office. This is not to say that there are not numerous good people at the mid-level and lower levels of the structure who are very helpful, but unfortunately they have not recently seemed to have authority to initiate or support anything of much value to groups such as CEP.

I regret the pessimistic nature of this letter, but understand that you want the candid views of women's groups who have had experience with the Women's Bureau.

If I can be of further help or provide any additional information which would be of use, please let me know.

Sincerely,

Betty Jean Hall

Betty Jean Hall
Director
Coal Employment Project

GIRLS CLUBS OF AMERICA, INC.
1030 FIFTEENTH ST. N.W. SUITE 846, WASHINGTON, D.C. 20005/(202) 682-1626

Mildred Kiefer Wurf
Director, Washington Office

Nancy Reagan
Honorary Chair

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National Executive Director

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205 Lexington Avenue
New York, New York 10016
(212) 689-3700

August 17, 1984

The Honorable Barney Frank
Chairman, Subcommittee on Manpower and Housing
Committee on Government Operations
U.S. House of Representatives
B-349 A Rayburn House Office Building
Washington, DC 20515

Dear Congressman Frank:

Girls Clubs of America (GCA) wishes to submit the attached statement for the record of the July 26, 1984 Hearing on the Women's Bureau before the Subcommittee on Manpower and Housing. As a national service and advocacy organization serving girls and young women aged 6-18, GCA is a constituent of the Women's Bureau. Our comments are based on several years' experience of relating to the Bureau.

Thank you for conducting hearings on this Bureau which has potential to be a positive force in meeting the needs of girls and young women. We appreciate the opportunity to submit our testimony for the record.

Sincerely,

Mildred Kiefer Wurf

Mildred Kiefer Wurf
Director, Washington Office

Attached: GCA Statement

STATEMENT ON OPERATIONS OF
THE WOMEN'S BUREAU, US DEPARTMENT OF LABOR

Mildred Kiefer Wurf, Director
Washington Office
Girls Clubs of America

Girls Clubs of America (GCA) appreciates this opportunity to provide a statement for the record of the July 26, 1984 Hearing on the Women's Bureau. GCA is a national service and advocacy organization for girls aged 6-18. The services of the Women's Bureau could be of value to us and our constituency, most of whom are from low-income families, about half of whom are minority.

There are 220 Girls Club Centers across the country serving 200,000 girls. The priority of these centers is to provide members with a place where they can grow into knowledgeable, self-reliant women. This means providing a variety of programs- from recreational physical education to remedial tutoring to math, science and computer education and career exploration. Employment programs and services to teenage parents are also offered, as well as more traditional programs. GCA maintains a Washington, DC office so that the organization provides input to public policy relating to girls and regularly informs our constituency on issues of concern.

With the above goals and functions in mind, GCA recognizes the importance of an active Women's Bureau in the US Department of Labor, which focuses some attention on the needs of girls and teenage women as they prepare for and enter the workforce in ever-increasing numbers. GCA has a long history of collaboration with the Women's Bureau:

- In 1980, the Director of the Women's Bureau gave the keynote address at GCA's Annual Conference. She specifically addressed sex-stereotyping in jobs, sexism in education, training and counseling, and discrimination based on sex, race and ethnicity- all crucial to understanding girls' needs.
- In 1980-81, GCA conducted a demonstration project on the potential of youth agencies to provide services to teen "solo parents," funded by the

Women's Bureau. Based on the direct services provided to teens, this project produced a manual, "Comprehensive Services for the Teenage Mother," distributed to all member organizations. The manual provides practical advice on program development, implementation and evaluation.

- Constituency meetings were conducted by the previous Women's Bureau leadership on a quarterly basis. GCA found these meetings useful opportunities to keep informed, raise questions, get answers and to share experiences with Women's Bureau staff and other organizations.

- GCA served as a resource organization in conferences focusing on special issues.

- GCA found publications of the Women's Bureau useful. Among other topics, the following were included: young women and CETA, problems of Hispanic girls and women, and teenagers and the transition from school to work.

GCA's experience with the current Women's Bureau is less encouraging. Women's Bureau services have been cut over the past few years:

- Because of federal budget cuts in 1981, the above-mentioned "Solo Parent" project was terminated prematurely, resulting in abrupt disruption of service to teenage women. To the best of our knowledge, the Women's Bureau has made little or no use of the manual produced.

- There have been only 3 constituency meetings in the past 3 years. GCA attended the 2 of which we were informed and found them markedly less valuable to participants than meetings held previously.

- CHOICES: A Teen Woman's Journal for Self-Awareness and Personal Planning is a critically-acclaimed workbook produced by the Girls Club of Santa Barbara, CA. It is recognized as the outstanding new resource on life planning for young women. The author visited the Women's Bureau to acquaint staff with this resource, which assists girls in thinking about careers and non-traditional employment. Following this meeting, she reported her sense that little or nothing would be done with this information. She proved to be correct.

- The only outreach which included GCA since 1981 was subsequent to the above-mentioned visit. Women's Bureau staff called the Washington Office to ask whether agencies such as ours were interested in non-traditional training for girls. We explained our leadership role and offered again to be of assistance. There was no follow up to this call.

- We are not aware of any recent publications focusing on the problems faced by girls and young women. If such exist, we have not been informed.

In conclusion, GCA knows from past experience the importance and value of having a Women's Bureau in the Department of Labor. Currently, our contacts with the Women's Bureau do not give us confidence in the Bureau's sensitivity to the needs of girls and teenage women, particularly those of low-income backgrounds. Cooperation between the Women's Bureau and non-profit organizations can be useful in addressing the problems faced by girls and teenage women as they struggle for equitable participation in all aspects of our society. Currently, the potential for positive results is not being realized.

Thank you for the opportunity to submit this testimony.

The Rockefeller Foundation
1133 AVENUE OF THE AMERICAS. NEW YORK. N.Y. 10036

BERNARD E. ANDERSON
DIRECTOR, SOCIAL SCIENCES

CABLE ROCKFOUND, NEW YORK
TELEPHONE (212) 869 - 8500

July 26, 1984

Dear Congressman Frank:

I am advised that your subcommittee is interested in the operations of the U.S. Department of Labor Women's Bureau, and especially its responsiveness to the needs of economically disadvantaged women. In that connection, I thought I would share with you our experience with the Women's Bureau during the past two years, in their cooperation in providing support for child care for a project initiated by the Foundation to improve the economic status of disadvantaged female single parents.

In 1982 the Foundation initiated a program of support for six community based organizations to assist them in providing employability development assistance to disadvantaged female single parents in order to help them become prepared for private sector jobs. At the outset, we recognized that the availability of affordable day care would be a major factor affecting the ability of the single parents to participate in the program, and for that reason we required each of the organizations whom we selected for support to provide child care assistance to women who applied for enrollment in the projects.

Dr. Lenore Cole Alexander, Director of the Women's Bureau, learned about our program and offered the assistance of the Women's Bureau in providing support for child care services to some of the community based organizations selected by the Foundation to participate in our program. In 1982 the Women's Bureau awarded four grants of $100,000 each to four of the six community based organizations participating in the program, and renewed the grant at a level of $80,000 each to the organizations in 1983. We are advised by representatives of the CBOs that the Women's Bureau grants were very helpful in strengthening the capacity of the organizations to meet our request that they offer child care assistance to participants in the program.

I thought you might like to know about this experience as one example of how the Women's Bureau has tried to be helpful in serving economically disadvantaged women during the past two years. The Foundation was very pleased to have the Women's Bureau initiative on child care assistance to organizations participating in our program, and we only hope the Women's Bureau can continue to be helpful in providing assistance to the CBOs for the duration of the program which is scheduled to run through 1986.

If I can be of further assistance to you please let me know.

Sincerely yours,

Bernard E. Anderson
Director, Social Sciences

National
Black
Republican
Council

LeGree S. Daniels
Chairman

July 20, 1984

The Honorable Barney Frank
Congressman
United States House of Representatives
1317 Longworth House Office Building
Washington, D.C. 20515

Dear Congressman Frank:

As Chairman of the National Black Republican Council, I am deeply concerned about the Oversight Hearing to be conducted on July 26, 1984 as a result of some alleged problems surrounding the activities of the Women's Bureau.

During the tenure of Dr. Lenora Cole Alexander the Women's Bureaus' Outreach Program has performed outstandingly. Specifically, the Outreach Program has touched the lives of many Black families who otherwise would have slipped through the cracks in this dynamic, ever changing society where personal values are rapidly decreasing. The innovative programs of the Bureau during the last two years have truly made a difference, and have directly resulted in hundreds of women being gainfully employed in our nation.

I join many persons throughout the nation in encouraging you to increase the Bureau's budget and provide additional staff that will enable Dr. Alexander to continue to provide this most worthwhile service. Inasmuch as I represent more than 900,000 Black Republicans across this nation, I feel it important that our voice be heard and the issues raised be seriously addressed by your subcommittee.

Sincerely,

LeGree S. Daniels

LeGree S. Daniels
Chairman

Dwight D. Eisenhower Republican Center: 310 First Street Southeast, Washington, D.C. 20003. (202) 863-8828. Telex: 70 11 44

ALBERT W. WILLIAMS
1031 EAST HYDE PARK BLVD
CHICAGO IL 60615 26AM

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THE HONORABLE BONEY FRANK
RAYBURN HOUSE OFFICE BUILDING ROOM B-3498
WASHINGTON DC 20515

DEAR HONORABLE FRANK,

AS A BLACK WOMAN I WISH TO COMMEND THE OUTSTANDING CONTRIBUTIONS MADE BY DOCTOR LENORE COLE ALEXANDER AS DIRECTOR OF THE WOMENS BUREAU OF THE DEPARTMENT OF LABOR. THE PROGRAM WHICH SHE HAS IMPLEMENTED HAS TOUCHED THE LIVES OF ALL AMERICAN CITIZENS AND HAS HAD A PARTICULAR IMPACT ON THE BLACK FAMILIES. THE WOMEN OF BLACK AMERICA ARE PLEASED TO STAND WITH THIS BLACK EDUCATOR AND PUBLIC SERVANT. WE WOULD REQUEST SIR THAT YOU DO ALL IN YOUR POWER TO SEE THAT HER BUDGET IS INCREASED. THANK YOU FOR YOUR COOPERATION.

SINCERELY,

MRS RUTH P. WILLIAMS IMMEDIATE PAST NATIONAL RECORDING SECRETARY
THE LINK'S INCORPORATED

13:09 EST

MGMCOMP

5241 (R 7/82)

TO REPLY BY MAILGRAM MESSAGE, SEE REVERSE SIDE FOR WESTERN UNION'S TOLL - FREE PHONE NUMBERS

DELTA SIGMA THETA SORORITY, INC.,
A Public Service Sorority
NATIONAL HEADQUARTERS • 1707 New Hampshire Avenue, N.W., Washington, D.C. 20009 • (202) 483-5460

HORTENSE G. CANADY
National President

MARY B. HENDRICKS
Executive Director

July 25, 1984

The Hororable Barney Frank
1317 Longworth Building
Washington, D.C. 20515

Dear Congressman Frank:

I am writing you to endorse with special commendation the work of the Women's Bureau under the direction of Lenore Cole Alexander.

As president of Delta Sigma Theta Sorority, Inc., I have relied on the accuracy of the statistical information provided by the Bureau in order to target our public service projects and plan for the future.

We have enjoyed a splendid working arrangement with the Bureau because of their easy accessibility and immediate response to requests for information or publications.

The Women's Bureau is not only a valuable resource for non-profit organizations, such as ours, but in addition, provides leadership by indicating areas that are in need of attention. The Bureau also provides national leadership for those states with active Women's Commissions or Committees on the Status of Women.

Please feel free to use this letter as supporting documentation for the continuation of the Women's Bureau under the direction of Lenore Alexander.

Sincerely,

Hortense G. Canady

Hortense G. Canady
National President
Delta Sigma Theta Sorority, Inc.

HGC/sp

GRAND CHAPTER

CLEVELAND PUBLIC SCHOOLS

EARLY CHILDHOOD EDUCATION

- Child Development
- Kindergarten
- Kindergarten Reinforcement
- Pupil Adjustment

July 23, 1984

RECEIVED
JUL 27

The Honorable Barney Frank, Chairman
Manpower and Housing Sub-Committee
of House Committee on Government Operations
Rayburn House Office Building
Room B-3498
Washington, DC 20515

Dear Sir:

It has come to our attention that consideration is being given to reducing the budget of the Women's Bureau of the Department of Labor... a politically and sociologically inappropriate stance at this moment in our nation's history. In 1981, President Regan made the insightful appointment of Dr. Lenore Cole-Alexander as Director of the Women's Bureau; an assignment in which she has demonstrated brillance and compassion, competence and preceptiveness. She has provided new vigor within the agency and long overdue responsiveness to the needs of women across socioeconomic, racial and political lines. The Bureau is finally addressing the concern of the 80's.

I belong to several organizations representing minority women in Greater Cleveland, Shaker Heights and Cleveland Heights which have had the privilege of working with the Bureau and utilizing many of its resources for projects in responding to board concerns. As director of Early Childhood, which serves over 10,000 families in the City of Cleveland, I have found the Bureau a valuable resource in our parent/community programs. The Bureau programs under Dr. Alexander, bring a truly significant impact to the Black families in raising the quality of life.

I wish to offer staunch support for the maintenance of these programs which touch the lines of all Americans, and to offer our praise and reinforcement to Dr. Cole-Alexander as an outstanding educator and public servant. We would respectfully urge that indeed the budget of the Women's Bureau be increased. It is cost effective ... because it affects people in so many positive ways!! Surely in this time of political stress, such a positive example of government presence should be preserved.

Respectfully submitted

Christine F. Branche

Christine F. Branche
Directing Supervisor
Office of Early Childhood Education

LUCK MANUFACTERS, INC.

2003 First Street, N.W. Washington,D.C. 202 797-8915

July 22, 1984

RECEIVED
Support
JUL 27

Honorable Barney Frank
Chairman
Subcommittee on Manpower and Housing
Rayburn House Office Building
Washington, D.C.

Dear Mr. Frank:

God Bless You. It has recently come to my attention that you are planning to conduct an oversight hearing Thursday, July 24, 1984 at 10:00 a.m. concerning the Women's Bureau of the U.S. Labor Department. It is my desire to offer some insight for your oversight hearing.

I am a women in business who is building a food manufacturing plant in Washington. In developing our project, we needed information concerning women in business as well as women in the workplace. Dr. Lenore Alexander, Director of the Women's Bureau gave us invaluable assistance in developing our information.

Her office was responsive and extremely knowledgeable. We have been able to identify training programs that will aid women in the working world. I am also chair of H.E.R. Institute, a economic development research institute for African American Women and the Women's Bureau served to give us very valuable information concerning minority women's issues.

I am sure that as you conduct your hearing, the first I understand in the history of the Women's Bureau, so you too are making history; you will find that the Women's Bureau has been an intregal part of women's developing independence and that Dr. Alexander has brought effectiveness to the agency.

If I can be of further assistance to you during this hearing, please feel free to call upon me. (202) 797-8915.

Sincerely,

Toni Y. Luck
President